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SENATE FACT FINDING COMMITTEE
ON EDUCATION
SUBCOMMITTEE ON HIGHER EDUCATION

PROCEEDINGS OF HEARING ON STATE SUPPORT OF JUNIOR COLLEGE OPERATING COSTS

Members of the Committee:

Senator Walter W. Stiern, Subcommittee Chairman
Fred S. Farr
Donald L. Grunsky
Hugo Fisher
Albert S. Rodda

Executive Secretary: Alvar Yelvington

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May 2, 1962
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FACT FINDING COMMITTEE ON EDUCATION
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MEMBERS PRESENT AT THE MAY 2, 1962 HEARING

Senator Walter W. Stiern, Chairman
Senator Albert S. Rodda
Senator Fred Farr
Senator Donald L. Grunsky

Senator Hugo Fisher present as chairman of the Sub-Committee on School Finance and as a member of the Fact Finding Committee on Education.

WALTER W. STIERN, SUBCOMMITTEE CHAIRMAN

Mrs. Secretary, would you call the roll, please, of the committee.

SECRETARY Senator Stiern?

STIERN Here.

SECRETARY Senator Rodda? Senator Farr? Senator Fisher?

STIERN There being only one member of the Committee present at this time, in behalf of the Committee of the whole, Chairman Grunsky, I will declare myself as a deputy of the Subcommittee until the arrival of another member, at which time, we will then have a quorum. But, at this time, we will proceed with our, and, uh, I have a statement I wish to, to read into the minutes of the hearing.

This is a hearing of the Higher Education Subcommittee of the Senate Fact Finding Committee on Education. The subcommittee is acting under authority vested in it by the full committee, and pursuant to Senate Rule 12.5 and the specific authorization of the Senate Committee on Rules.

The subject before the committee today is state support of current expenses of our junior, of our public junior colleges.

The percentage of state support has decreased steadily during the past few years despite recognition of the junior colleges as full partners with the university and state colleges in the California Higher Education System. We can not realistically expect the junior colleges to discharge the responsibility assigned to them by the Master Plan and the Donahoe Act unless they receive adequate state support.

Determining what the state would do in terms of support for current expenses of our junior colleges is the purpose of this hearing.

Now, ladies and gentlemen, the material that we hope to obtain today at this hearing is a counterpart of a hearing held in Bakersfield. First our problem was the one of capital outlay relative to junior colleges, and today

UNIDENTIFIED Operating costs, junior college system.

STIERN The committee is very fortunate in having a, an agenda of men who, we feel, can lend material to the Legislature to help handle this problem. And with the aid of educators, particularly from the Junior College System, we have a agenda with the first person on that agenda being Dr. Daniel Michaelson, the President of Chaffey College. His portion of the agenda covers the expanding role of the junior college. So, Doctor, would you step forward and identify yourself and present your paper, please.

DR. DANIEL MILLIKEN, PRESIDENT, CHAFFEY COLLEGE

Senator Stiern, colleagues. I am Dr. Daniel B. Milliken, President of Chaffey College, also a member of the Legislative Finance Committee of the California Junior College Association.

Inasmuch as the presentation this morning, as far as my part of it is concerned, we will utilize the overhead projector. Would you, Mr., Senator Stiern, take a seat in the audience for this first part.

STIERN Thank you.

MILLIKEN Following the outline provided by your Legislative Assistant, the first item under the expanding role of the junior college pertains to the increases in junior college enrollment. Two charts are provided to illustrate this. This is a chart which I borrowed, as is the second one. I wish to take full responsibility and credit for all subsequent charts.

It is rather significant that in the twenty-year period from 1950, on the left hand chart, side of the chart, to 1970, on the right hand chart, that the junior college enrollment was projected to increase 466

per cent. During the same two decades the state colleges to increase 637 per cent, the University of California 270 per cent, and the private colleges and universities 156 per cent.

The significance of this, gentlemen, is that higher education in California is increasing, has increased in the past ten years, and apparently will continue to increase in the numbered served during the ten years ahead, that the private institutions will be able to absorb less and less of the total increase and that the impact will precisely be, or specifically be on the junior colleges.

The second chart attempts to crowd three different kinds of information on the same page. The United States population over the same twenty year period, from 1950 to 1970, is predicted to increase approximately 142 per cent. In the same time, the lower line, which, uh, projects the population of California, increases approximately 200 per cent, and higher education, post high school education, some 400 per cent.

The next chart shows the increased percentage of high school graduates attending college, as illustrated by census data from the U. S. Bureau of Census. The nineteen and for, 1940 and 1960 census figures are solid figures. The 1960 census figures are from the preliminary report that was received as late as Thursday of last week. I think it's rather significant that that segment of our population from 18 to 24 years now in school, has consistently increased over the past twenty years. This is particularly significant inasmuch as California was leading the other states in the union in the number of, or the percentage of that age group that were in college even back in 1940, and very much in the lead in 1950. The fact that we are still continuing to increase the number of that age group in college is very significant. And even if we take the older group, the larger group, the 18 to 29, you see a const, a consistent increase.

The above data from the U. S. Bureau of Census indicates a consistent trend in percentage of increase of students of school ages 18 to 24.

Industrial demands for more individuals better trained technically will probably increase this trend and demand expansion and upgrading of occupational and technical training. Society will needs for greater numbers of professionally trained persons, will also continue to demand increases in both quantity and quality of professional education.

Following the outline again, we come down to 1-A-3. Significant aspects of the proximity of the junior college to a student's home can be classified into three categories. General advantages. A quality education at a minimum of cost. A chance to choose and try one or more different educational objectives. An opportunity to pursue cultural, social, and economic self-growth.

In the area of transfer education. The availability of lower division offerings equivalent to state college and the university. A place where academic deficiencies in prior training can be eliminated. Occupational education. Work study programs. Re-training opportunities. Course which can result in up-grading in one's employment.

This list is certainly not mutually exclusive. These are some of the more obvious advantages of the training provided by California Junior Colleges.

Section 1-A-B of the outline--the diverting of students to junior colleges un the, under the provisions of the Master Plan. Diversion to junior colleges of state college and university eligible students at time of high school graduation is revealed as follows: The Master Plan for Higher Education pertakes of fifty thousand students who might otherwise attend state colleges and the university will be diverted to California junior colleges between 1958 and 1975. This means that an average of about 25 of the, per cent of the projected annual increase of 12,500 junior college students will be diverted students, or 3125 per year.

No. 2. Of the freshman students who enter Chaffey College in September, 1961--that's the current school year--45.8 per cent were then

eligible to attend California state colleges. Actually, seven per cent were eligible to attend the University of California. At that time, no change in state college entrance requirements had been implemented. In other words, the typical cross section of entering freshmen at Chaffey College has been state college eligible--45.8%, not college eligible--54.2%. The diversion of state college and university eligible students will slowly and rather consistently increase the percentage of college eligibles. In the case of Chaffey, the college eligibles will soon exceed the noneligible students.

The segment I-C in your outline pertains to a, an explanation of the pattern of support for California junior colleges. However, preliminary to that, I should like to present some concepts which merely detail, or merely portray. This happened in the financing of California junior colleges. This is a very simple chart, with only six points applotted. At fifty, the year 50-51, all the data were plotted as an index of 100 per cent, and then at 1960-61, the three types of data were plotted as percentage in, in concurrents, or on relationship to the hundred per cent for ten years earlier.

The dotted line is the difference or the change in the total California junior college operating cost. The upper line is the change in total district taxes. The lower line is the change in total state support. It is quite obvious that the total district taxes have had to make up for the difference or the deficiency in state support. The whole significance of this chart is to point out that the state is not doing as well now as it did in 1950, and has not done as well in the intervening years.

Now, the magnitude of the, the dotted line is related with these two red lines. (WHISPER - Is that getting too hot?) The increase in average daily attendance is shown at the bottom. You say, well, why is the cost going up so, so much? The second red line is the median teacher's salary. And, here again, it has not gone up nearly as great as has the total cost. It is, uh, the tendency of people to think that you would add these

two indices together to get the total cost indice, index. This is not the case. Actually, the, the total cost is the product of these two variables. If, for example, in 1950 you had one teacher to serve a school and paid that teacher a thousand dollars, and if by 1960 the number of students, or the increase in ADA required three teachers, and the cost of hiring a teacher had gone to three thousand dollars, it would not be three plus three for six thousand dollars total cost, but would be three times three for nine thousand dollars total cost. I merely wish to point that out.

Now, to add percentages to this. During the decade, the total cost of junior college education has increased 234.9%. Total district taxes have increased 240.3%, whereas state support--and we are very grateful that it has come up this much, but it must come up more to meet the need--has been 216.7%.

Teacher, median teacher's salaries in this decade have come up 176.7%, and total ADA has increased 163%.

You all have heard of "Rube Goldbergs", and I have one for you this morning. Under Assembly Bill 1000, junior colleges are now financed according to this plan. The left-hand margin refers to dollars per ADA. The base line refers to assessed valuation per resident ADA. On the left-hand margin you see 543 dollars. This identifies the, what is termed the foundation program, below which the state guarantees no junior college will have to operate a school district. Above the base line and parallel to it you see another line in this position. This is the basic aid program of $125, which is guaranteed to every student for every unit of ADA of attendance. Now, to make it a little more clear, the area covered by blue then represents state subsidies to California junior colleges. If there was a junior college which was clear over here and had no assessed valuation, the state would guarantee the $543. A school in here assessing a 24¢ tax rate, qualifying tax rate, would get the state aid and the district aid, making it up to $543, and they could have excess money above

the, the dotted line by assessing their total 35¢ rate. At the breaking point, where the resident ADA, the assessed valuation per resident ADA is $174,167.00, they would get only basic aid and they would have considerable money with which to work.

The yellow overlay shows the predominance of the local district taxes over the blue, the state aid. To be sure, most of your junior colleges are to the left of the line created by my hand. But even there you see why we have a predominance of local district tax over the state subsidy.

Now, I have no authority whatsoever to present the next information, however, I am going to submit it as a possible change if in the next legislature it is decided for the continuation of Assembly Bill 1000 with revision. In this case the overlay proposes the following: that basic aid and the foundation program figured to the state college cost of education index. In other words, if the state college cost of in, education index were to increase ten or twenty per cent, then the basic aid would increase ten or twenty per cent and the, so would the foundation program. Such a, an idea would be then automatic and would not have to be hassled in each legislature, I think. Maybe we still would hassle. I don't know. The red lines indicate what would happen if by the time that a twenty per cent increase was implemented, the foundation program would be changed from $125.00 to $150.00 per ADA. The, did I say foundation? I should have said basic program. The foundation program would go up to $651.60 per ADA. The breaking point would change from $174,167.00 assessed valuation per resident ADA to $209,000.00 assessed valuation per resident ADA. Carrying the thought on through, the, the breaking point school with $209,000.00 assessed valuation could by assessing a 35¢ tax rate have an $881.50 per ADA program. A school so favored as to have $300,000.00 assessed valuation per resident ADA would get $150.00 basic aid, could have an $870.00 program with a qualifying tax rate of 24¢, or could have in the neighborhood of a thousand dollar program with a full 35¢ maximum tax rate.

Now this proposition just suggested is predicated on a continuation of the present plan. The State Department of Education, however, came up with a plan at the last Legislature, and, frankly, I think it has much greater merit than a continuation of the past plan. This would be a new approach to the finance of junior colleges, but one, certainly, that warrants the Legislature's serious consideration. This plan would, is, or comprehends the state-wide assessment of 20¢ on all real property. It comprehends a continuation of donation from the general fund to the school fund of as much money as, as has been contributed in the past plus an additional amount to make up the $600.00 per ADA. This would be true equalization in that the state would guarantee $600.00 per ADA to every junior college district. And then the junior college district would be in the position of being able to assess the difference between 20 and the legal maximum of 35¢ if they wished a program superior to a $600.00 program, which, of course, all of us do. A school with an assessed valuation of $100,000.00 per, this should be per ADA in this case, because there would be no difference in the subsidy on resident and non-resident ADA, could actually have a $750.00 per ADA program by this plan. A school district with $200 assessed valuation per ADA could have a $900.00 program. Now, checking with the State Department, of the $600,000.00, this year's total assessed valuation in California approaches $32 billion, and this would therefore with a cent, 24¢ tax rate produce some 64 million dollars and the cost of this program would approach something over, in the neighborhood of $90 million, a little over $90 million. A current 26 million or thereabouts has been paid from the state treasury to the school fund for junior colleges would probably have to be increased between 4 and 5 million, based on 1961-62 statistics.

If such a program could be passed by the Legislature, it would be far better than the continuation of the AB 1,000 concept. I do not have any authority to suggest this, as far as the State Department is concerned, but

I would point out that if the $600.00 foundation, or equalization factor here could likewise te tied to the State Department, I mean the State College Cost of Education Index, this, too, could eliminate many hassles in future years.

One more chart, gentlemen, and then I rest my case.

What is this Cost of Education Index to which continued reference has been made? This portrays what happened to that Index from 1950 to 1960. This index was structured by the State Division of Finance and is entirely controlled by them. And although it is not used specifically as an index by which the state colleges are allotted money, it is used as one item of many, and a very significant item, in the determination of how much money will be allocated to the various state colleges.

Since the junior colleges, like the university and the state colleges, are segments of higher education in California, it seems quite logical that the ju, the subsidy from the state might very logically be adjusted annually on the basis of the extension of the State College Cost of Education Index.

Thank you, members of the Committee, for your attention and the opportunity to present these data.

STIERN Thank you, Dr. Milliken. At this time I would like to take care of an oversight on my part when I started to proceed. I neglected to introduce the persons who are the staff. On my left I would like to introduce Al Yelvington, who is the consultant for the Senate Committee on Education as a whole, and the secretary, on my right, is his wife, Julia Yelvington. And at the door, on my left, is the Sergeant-at-arms, from the State Senate, Mr. Weddle. And the man on the recording apparatus is Tony Galino, Sergeant-at-arms from the State Assembly. I'm soory I overlooked that. And I didn't introduce myself. I am Walter Stiern, Senator from Kern County. My home is in Bakersfield.

Now the Section D of the expanding role of junior college is to be handled by Walter Coultas, Assistant Superintendent, Junior College

Education, Los Angeles City Schools. If he would just come forward, identify himself, and proceed with his section of the agenda.

WALTER T. COULTAS, ASSISTANT SUPERINTENDENT, JUNIOR COLLEGE EDUCATION, LOS ANGELES CITY SCHOOLS

I am Walter Coultas, Assistant Superintendent in charge of Junior Colleges, of Los Angeles Junior College District. Senator Stiern, it is a pleasure to submit this testimony on the expanded role of junior colleges and the need, the need for a proportionate increase in state support.

To supplement the report of Dr. Daniel Milliken, President, Chaffey College, I should like to direct your attention to several of his comments as they apply specifically to the Los Angeles City Junior College District.

1. Enrollment

We in Los Angeles, as has every other junior college in the state, have been waging a battle to accommodate the huge numbers of students seeking a post-high school education. A recent study conducted by our Evaluation and Research Section highlights the increasing proportions of Los Angeles high school graduates who are continuing their education.

In 1948, 39% of the graduates went on to institutions of higher education. In 1953, 41% continued. In 1958, 59% continued to an institution of higher education.

A breakdown of the class of 1958 reveals that 81% of those students with academic majors actually continued their education, while 34% of the non-academic majors enrolled in some institution of higher learning. The average of both groups was 59%, as shown above.

Of this group, 55% continued their education at a junior college, 40.4% of whom enrolled in a Los Angeles City junior college.

Unquestionably we must anticipate and plan for an increasing percentage of high school graduates seeking further education at the junior college level.

Currently the seven, pardon me. Currently the seven colleges in the

Los Angeles Junior College Districe enroll 16.4% of the total junior college enrollment in the State and 37.6% of the enrollment in Los Angeles County. These figures are indicated as follows:

The figures used represent active enrollment as of October 31, 1961. The State, a total of 370,033 students. These are day and evening. Los Angeles County, 161,005 students. Los Angeles day, 23,885; evening, 36,645; for a total of 60,530 students in the seven colleges of Los Angeles.

Enrollment progression studies initiated by our Educational Housing Branch predict an increase within the next three years of 4,200 day students alone. By 1973 staff and facilities must be provided for an additional 22,572 day students, for a grand total of 50,657, exclusive of evening enrollment. This does not take into consideration the diversion as recommended by the Master Plan of an additional 50,000 students to California junior colleges, of which Los Angeles will absorb an additional 8,200, or 16.4% of the total.

That Los Angeles is a prolific area is evident, despite the smog, when one realizes that a baby is born every nine minutes within the area encompassed by the school district.

2. Junior College Support

Considering the magnitude of the task ahead, an evaluation regarded, regarding sources of income at this point is pertinent. The level of support of the seven colleges of the Los Angeles Junior College District by state, district, and other sources expressed in percentages as follows:

1955-56, the state proportion was 28.15%, the district--55.63%, and the other (federal and so on)--16.22. In 1956-57, the state's share was 24%, the district--63%, other--12.71. In 1957-58, the state support--22%, the district--64%, and other--12%. 1958-59, 23% from the state, 67% from the district, 9% from other. In 1959-60, 20% from the state, 70% from the district, 9% from other. In 1960-61, 18% from the state, 72% from the district, 9% from other sources.

The drop in State support is most dramatic at the Los Angeles junior college level where the decline from 28.15 in 1955-56 to 18.61 in 1960-61, or nearly ten per cent--which, incidentally, represents a drop of one-third of state support-in six years critically handicaps our ability to maintain, not to consider increase markedly, our educational program.

The downward trend in State support, appor, State apportionments and allowances is continuing, as our budgeted income from this source for 1961-62 was 17.6%.

Another aspect that should be introduced is that of capital outlay. Los Angeles City Junior College District is grateful that it will receive approximately $800,000.00 from the Capital Outlay Provision of the 1961 Legislature. This is a signi, significant step in recognition of the State's responsibility to assist in providing the facilities necessary in the junior colleges. It should be evaluated in light of the fact that in the fiscal year 19, July 1961 - July 1962 Los Angeles City Junior College District will spend $22,428,000.00 from bond funds and $773,489.00 from current operating funds for capital outlay. Since 1946 the Los Angeles City Junior College District has voted $68,700,000.00 in bond issues to provide housing for junior college students, many of whom qualify for state college and university attendance. It should be noted that vocational and technical education is the most expensive phase of instruction in providing the necessary housing, equipment, and instruction.

On June fifth, 1962, the Los Angeles City Junior College District will re, be forced to request authorization of a sizeable bond issue of $24 million, not only to maintain the seven colleges but to provide as well for the following expansion:

1. The construction of an eighth Los Angeles junior college.
2. The purchase of land and master planning for a ninth college.

In addition, and on the same ballot on June fifth, 1962, our Los Angeles Unified District is presenting to the public the following

proposals:

Bonds:	$104,800,000.00
Tax Adjustments:	an increase of 60¢ from $2.65 to $3.25 per $100 of assessed valuation.

It must be pointed out that 60¢ adjustment will only maintain--not extend--existing services of the Unified District.

I sincerely appreciate the opportunity to have appeared before you today. It has been my aim to describe briefly the impact of numbers and ever increasing costs upon the Los Angeles junior colleges as they assume their share of the responsibility in providing an excellent educational program for the citizens of this State.

STIERN Thank you, Mr. Coultas. Would you wait just a moment. Mr. Yelvington, do you have any questions you would like to ask Mr. Coultas?

ALVAR YELVINGTON, LEGISLATIVE ASSISTANT

Well, only one. Mr. Coultas, does the proximity of the junior colleges cause students to attend those institutions who might otherwise go to the state colleges or the university?

COULTAS I think not. The only experience we would have along that line is if we have two junior colleges in the San Fernando Valley. San Fernando Valley State College was started and we wondered what this would do to the enrollment of the two junior colleges in the Valley. All three continued to go up, and our junior colleges went up at the same rate that they had this past year. For example, Pierce College went up 23%, Valley College went up 18%. So it seems as though just for the numbers of students that there, possibly the proximity convinces the students that they should continue with higher education.

STIERN And do you have questions of Dr. Milliken?

YELVINGTON No, I have.

UNIDENTIFIED This being a little ridiculous, Senator O'Sullivan's idea to divide the Los Angeles County into four counties would rather disturb this,

wouldn't it? (Laughter)

STIERN Well, thank you very much, Mr. Coultas, and, for your paper.

COULTAS Thank you very much.

STIERN For the benefit of those who may have come into the room late, this is a Fact Finding hearing on higher education as it pertains to operational costs of junior colleges. This material which is being recorded will be used by the Senate Committee on Education as a whole in aiding its deliberation on future legislation in 1963.

The third person on our agenda today is Alan Post. And Alan Post is the Legislative Analyst for the State Legislature. Mr. Post, we're, we're happy you could attend, and Mr. Post is carrying that subject "The Need of Increased State Support for Junior College Operating Expenses." Just go ahead and proceed, Alan.

A. ALAN POST, LEGISLATIVE ANALYST FOR THE STATE LEGISLATURE

Thank you, Senator Stiern.

Our approach to this problem has been somewhat definitive since we feel that the review which will have to be made by your committee and by the Legislature is one that must take into account great number of factors and do the job very thoroughly. And for that reason, my paper this morning covers a fairly wide area and talks in terms of the things that must be examined into, rather than offering a series of conclusions and solutions, although we do suggest a number of conclusions and some bases upon which we think it would be proper to try to tie down this problem.

To begin with, we point out that the principal factors which should be considered in determining the proper level of state support for junior college current expense are:

First. The program of instruction which is provided by the junior colleges.

Secondly. The level of current expenditure that's necessary to maintain this to be an acceptable program.

Third. The proper allocation of responsibility for support among the district, county, state and federal sources.

Fourth. The problem of the full utilization of each of these sources of support, and

Fifth. The conservation of current financial resources.

Turning to the first problem then, this question of the program of instruction, I would point out that this aspect is to be discussed by others, but we would like to make the point that we think the emphasis must be on preparing students for transfer to colleges and the University, providing college level technical training for students going directly into commerce and industry, and providing sound general education in both of these categories.

We believe that further attention should also be given to program quality as measured by the success of students at the University at, and the state colleges, the success of vocational students in meeting local and statewide manpower needs, and the success of adult programs inraising the level of education and technical skills in the community.

The second area concerns the level of current expenditure that's necessary to maintain an acceptable program.

After some concensus is arrived at with regard to the primary objectives, there is then a need for the development of a sound and realistic foundation program, which should neither lead nor lag behind the basic program that every junior college must offer in order to achieve these primary objectives and which is based upon the careful analysis of the principal cost elements in the program, including instructional and administrative staffing, classroom and laboratory expense, plant maintenance and operation, library services and so forth.

We believe that such a foundation program should be flexible enough to permit necessary variations in expenditures among the individual districts as might be required for example for the differences in emphasis upon the

transfer programs and the technical training. At the same time it should be constructed in a menner that would permit periodic reexamination as to the need for adjustments for important cost and program changes. In other words, we would not believe that you should simply take the status quo and modify it by cost index, or something of that kind. We think it should be examined from time to time in its basic essentials.

In the absence of a carefully constructed foundation program, the present system of state support has taken on an arbitrariness which, we believe, pleases neither the Legislature nor the local school districts. From the State point of view we find there is no clear relationship between the current foundation level and the objectives which have been established for the junior colleges. The use of average total current expenditures for one type of district in establishing an acceptable foundation amount has put both local taxpayers and the State on an escalator of rapidly increasing outlay with little indication as to why one district can operate on five to six hundred dollars per ADA while others spend in excess of a thousand dollars per ADA.

The third area is the proper allocation of responsibility for support among the local, county, state and federal sources.

Now the data as to junior college revenues and expenditures is somewhat fragmentary. However, we do know that in 1959-60 that state apportionments amounted to about 27% eh, of the current expense of education for junior college districts, other state and federal funds about 2%, and county tuition payments 12½%, with the balance of 58½% from district revenues. The figures for 1960-61 we expect to be about the same, and for 1961-62 it is probable that there will be a small increase in the state share, a substantial increase in the county tuition share and a corresponding reduction in the district share.

Now the figures which you have been given previously from Los Angeles County reflect to some extent an overall adjustment in these ratios, which

does reflect a decline in the state share, which I will discuss in a moment. But I think I should point out here that it also reflects the situation of a relatively rich district. It's just like you frequently see data presented as to what has happened to the share of income, take home pay, of individuals who ten or fifteen years ago got a proportionally heavy share of that income, and because of the adjustments that have taken place at the lower levels, for which there has been relatively universal support, that proportion has declined of those who had a higher share of the whole. Los Angeles is in that position. Among all of the junior college districts it has suffered greater than others, and presumably might be expected in the future to suffer in the same way that a relatively rich man suffers by the overall readjustment of income through the increase in income tax, taxes over the years. So that the picture that you got this morning, as I say, is one that reflects adjustments in what you might call a rich man in relation to a relative improvement in the position of the poorer districts. Although, overall this is accentuated by the fact that there has been a greater proportion of the total cost borne from local taxes in relation to state.

It would not pear unreasonab, It would not appear unreasonable that the district should contribute about 55% of the current expense of maintaining a local junior college. It must be emphasized, however, that the allocation of support respnnsibility is not determined on the basis of percentage shares and that the foundation system cannot be described accurately or, in our opinion, usefully in terms of the simple ratio of state to local support. This may be the figure that is referred to you most often.

The district contribution is raised, for example, and other shares reduced to the extent that average expenditures exceed the established foundation amount. Moreover, the expenditure required of any individual equalization district reflects its assessed valuation per unit of attendance and the computational tax rate applied to that assessed valuation.

And accordingly, within a given foundation program, the State's share of current costs will fall as assessed valuation per ADA rises or as the attendance base is reduced. The State's share of support for the districts which remain on basic aid at $125.00 will fall as the foundation program rises with average current expense. And we believe that all this is as it should be under a system of apportionment that's based on local support capacity.

When speaking of the allocation of support responsibility with reference to state and district funds, we are speaking then primarily about the level of the foundation program and the computational tax rate that is applied to district assessed valuation. And under this system the district share reflects the fact of local policy control and local administration. And it also reflects the fact of local control over property tax revenue. We believe that so long as local government controls the policies and the programs of junior colleges and maintains control of the property tax, that it is appropriate for district revenues to remain the basic source of junior college support.

The state contribution from other sources of tax revenue must reflect the State's capacity to equalize the effort of individual districts of widely varying wealth and its state responsibility to avoid overburdening any single tax source, such as the local property tax. As local expenditures for the public school system increase, both for current expense and for capital outlay, the concept of the need for property tax relief has become increasingly important, although we think it should also be noted that in the five-year period from 1956-57 through 1960-61, during which junior college ADA has increased by 33.8%, that the assessed valuation behind all junior colleges has grown by 39.4% and that for junior college districts by 51.9%. The latter figure certainly has been significant in the recent reduction in the ratio of state to local support and properly so under the foundation system of apportionments.

However, if it is determined that state apportionments under the present system are not sufficient to provide the necessary level of local property tax relief and also to guarantee an acceptable junior college transfer program in relation to the number of lower division students to be diverted to the junior colleges under the Master Plan, then the foundation program may need to be either replaced or be supplemented with a different system of apportionments. We believe that the transfer credit system which we advanced in 1960 and which, as you know, was embodied as AB in AB 70 before the 1960 session of the Legislature, would be the most appropriate means of doing this. It would be supplementary to the present program and in treating separately the problem of enrollment diversion, it would provide for additional assistance on the basis of actual accomplishments and in the area where the State now exercises its greatest influence on the junior college program.

Now you may recall, Senator Stiern, that AB 70 in essence took abase before the Master Plan, time of the Master Plan, and it computed the difference between the high school students who would be eligible to get into the state colleges and the University based on the then existing admission standards and compared that then with any future years in terms of who could be admitted with the changed admission standards as contemplated under the Master Plan. And using that then as a gross differential or perspective shift because of the change in the admission requirements from state colleges and university to the junior colleges, it modified this by applying the actual experience in the preceding year as to the total number who were eligible who actually did go to the state colleges and the University. It doesn't actually, of course, not all who are eligible attended, and so you would have to modify it by that. It then used this as the base for applying against the differences in, in the amounts of money which reflected the differences in the average amount apportioned by the State to the junior colleges and the foundation program and then, having

created this as the pot that's available for dis, distribution, which represented this, this shift to the junior colleges, it devised a formula for apportioning it to individual junior colleges on the basis of a relationship to the transfer credit units on an ADA basis in the junior colleges. In so doing, it, in effect, said "this is where we think the greatest responsibility of the state is with respect to these transfer credits", and this is consistent with the, the assumption which we felt was inherent in the Master Plan, that if these were students who were eligible to go to the state colleges and the University but were diverted to junior colleges, in all probability they would be taking transfer courses, and this seemed to us to be the soundest basis then for allocating these funds to the junior colleges. There were objections to it on the basis that it created a distinction which was unwise between transfer credit courses and other junior college courses. But in terms of the state interest, we felt that this distinction was appropriate and recommended that that be done. And we still think that it is a supplemental proposal to the ones that will otherwise be made for a continuing program in the junior colleges, which fairly accurately represents the problem of the transfer of students, as a result of the higher admission requirements established from time to time by the state colleges and the University.

YELVINGTON Alan, did AB 70 propose to, for the state to pick up 100% of the tab for the transfer students that would otherwise be able to go?

POST It picked ...

Or (inaudible) that's what it did because it, it apportioned the amount which reflects the difference between the average and the foundation program, so that it guaranteed the, that full different, difference for the net transfer--the net transfer being those, the difference as I explained between those who would be eligible and those which, based on the experience of the previous year had actually attended the college and the University from those eligible.

YELVINGTON And, and then, you still propose that as a supplement over and above any foundation program which the State may share support of?

POST Well, we continued

YELVINGTON I don't quite get your question.

POST Well, continue the present foundation program, but, but simply picked up the cost as a full res, State responsibility of this shift, this transfer group.

YELVINGTON But if the foundation program were to be modified, then you propose that

POST Well, that automatically would add to the cost to this group, too. Moreover, we did it for a two-year period, because we, you have to do that. Since these people go to a junior college, you assume they will be there for two years. And under the revised admission requirements of the colleges and university, this is a reasonable assumption, because they now require that you attend two years if you elect to go and are otherwise not qualified to enter initially.

(Referring again to prepared statement) But in considering such a proposal, it is necessary not only to be certain that adequate tax relief is not being provided under the present system but also that an undue burden will not be placed on statewide tax sources--which are now, as you know, under heavy pressure--from rapidly expanding University and state college outlays. This pressure has been emphasized recently in connection with the necessity for putting the greater portion of University and state college capital outlay for the next two years on a bond program.

The county and federal shares of junior college support are largely independent of the state-district relationship under the present foundation program. The county share, which has been running at about ten to fifteen per cent of current expenses, is based on local decisions with respect to the option of paying a tuition tax rather than directly supporting a junior college and also upon county property assessment practices.

Federal support has been related principally to certain specific services and to federal activities which affect school districts. The national educational and manpower policies are only just beginning to play a part in determining the amount of federal funds that are made available to the junior colleges.

The fourth area that I wanted to discuss relates to the full utilization of available financial resources. And this has also been touched upon this morning.

Before considering the desirability of making additional state funds available for junior college support, we think that it's important to see that all of the present sources are fully employed. And one means of achieving this objective would be to encourage a broadening of junior college property tax base. There were, as you know, several measures enacted by the 1961 session which were intended to serve this purpose by increasing the contribution of areas which do not maintain a junior college and also by encouraging the formation of new college districts and the extension of existing districts. The broadest possible property tax base, however, could be achieved only by adopting a statewide property tax, levied uniformly against the total statewide assessed valuation. Such a tax would have the effect of immediately gaining full financial support from areas which are not now included in districts which operate junior colleges, and it would more effectively equalize the tax burden among existing districts at a significantly lower tax rate. Certainly this is one of the primary objectives of any state policy.

It is also necessary to consider the feasibility of establishing a junior college student fee, which would be sufficient to meet the costs which are covered by student fees at the state colleges and the University. Such costs include health services, placement, counseling and testing, certain student activities and certain instructional materials. We see no reason why such a fee should not be required for junior college

students in the same way that it's required of state college and University students, particularly if there is to be an increased responsibility on the part of the State.

Finally, I wanted to discuss the conservation of available resources. In order that the most effective use be made of the financial resources that are now available to the junior colleges, it is necessary that careful attention be given (a) to minimizing duplication among educational levels. Particularly this relates to emphasis upon high school level remedial instruction and vocational training, (b) achieving a proper balance between regular programs and adult programs and (c) assuring that minimum admission and retention standards appropriate to higher education are maintained.

Now with respect to the balance between regular and adult programs, we think it should be noted that while adult ADA has remained at about 20 to 22 per cent of the total ADA, the ADA for classes for adults has declined steadily to only about 5 per cent of ADA for regular classes. Now we don't know fully the reasons for this, but it

STIERN What might be some, Alan?

POST Well, the difference, I suppose, in state reimbursement for adult education in relation to the regular program might be a factor.

STIERN Are there some mass classes--lectures, forums, and things like that that might be heavier in the, than in regular classes?

POST I really don't know, personally, what, what the reasons for this are. And it might be appropriate, Senator Stiern, to ask some of the people who, here who are more familiar with the bases upon which these relationships have been changed. We've had discussions of some of the reasons why it might happen, but I really don't feel authoritative enough to, to offer an answer to it now.

YELVINGTON If I understand you correctly, that while the percentage of enrollment remains the same, the actual number in a given class is...

POST This is adults, the adult, the ADA who are adults has remained, as I

understand it, pretty steady at 20 to 22 per cent, but the classes for adults has changed significantly. Now, whether this is a matter of manipulation or whether it is a matter of the change in the nature of programs, I really can't answer that question, but it's, it is a factor, we think, which, in terms of the State responsibility, particularly, has got to be looked at more closely than it has been in the past. I think that the State has to be sure that if the junior colleges are going to assume this greater burden--and this is a fact that is going to take place--we want to be certain that for the State money that goes into the program, they're doing fundamentally the same kind of job with respect to those students who do transfer that would be done if they stayed in the state colleges and the University. And this is, I think, a very important point, and it relates to some of these relationships. And I think that we are going to have to tighten up in those relationships and clarify them if this job is to be done right.

Mr. Chairman, that completes my presentation on this item.

STIERN Thank you. Thank you, Mr. Post. Mr. Yelvington, do you have any further questions of Mr. Post?

YELVINGTON Well, I prefer to (inaudible) and then, uh...

STIERN I am going to deviate a little bit while Mr. Post is sitting there and, and ask if there is any junior college man who can, maybe, give us an answer to this last question. Is there someone they...

POST The statement was this: with respect to the balance between regular and adult programs, it should be noted that while adult ADA has remained at 20 to 22 per cent of total ADA, the ADA for classes for adults has declined steadily to only about five per cent of ADA for regular classes. The reasons for this is not clear.

STIERN Would you mind just identifying yourself so we can have this on our record in this question period.

HENRY T. TYLER, EXECUTIVE SECRETARY, CALIFORNIA JUNIOR COLLEGE ASSOCIATION

I am Henry T. Tyler, the Executive Secretary of the California Junior College Association. Obviously, Mr. Post, I am speaking a bit off the cuff on this, because I didn't know it was coming up. I think that whenever we get into this matter of adult ADA and proportion of total ADA, we are in a very confused territory, because I am not sure whether your figures report the ADA of adults as defined, many of whom are in regular junior college classes, or whether you're talking about adult ADA only from classes for adults. I think there are many confusing things here which we have been trying to help get cleared up for a long time, and one of the very confusing factors is this definition of adults. We feel strongly that Section 6352 of the Education Code, which gives that definition, ought to be removed, since we feel that a person of whatever age who is taking regular junior college classes, graded classes, and working toward an AA degree, or a higher degree later, ought to be treated as a regular student, regardless of his age or the number of courses for which he happens to be enrolled. If this could be cleared up, it would help considerably to reduce confusion.

As to the proportion of ADA found in classes for adults, this is too a somewhat confused area. As we all know, many classes for adults are taught in certain areas by junior colleges by agreement with high schools, but in other areas classes for adults are taught either by serarate adult schools or by high schools. And so when we talk about A, ADA in classes for adults, again there may be confusion.

It is true historically that there was a period when the out-of-district tuition could not be collected from classes for adults but could be collected for, from regular graded classes. During that period there was probably considerable moving over of what had been classes for adults into graded classes. This is well on the way to being cleared up now for two reasons: (1) A passage of legislation which now makes it possible to collect out-

of-district attendance earned in classes for adults, and second, the definitions for the grading of junior college classes, which our association has worked at and has adopted, or have adopted, these soon, we hope, to be put into regulations by the State Board of Education. I think that where there has been some looseness in this area, that is virtually corrected now, or will be in the very near future.

STIERN Thank you, Dr. Tyler. Appreciate your remarks on this subject. Mr. Yelvington has a question.

YELVINGTON Mr. Post, in your initial point you brought out that the, there should be some agreement or some determination of a acceptable foundation program and you mentioned, too, emphasis on transfer, and then some attention to be given to the vocational-technical curriculum. Do I, do you mean that there should be some minimum standard, or minimum criteria by which the State would judge these, and I'm not talking from an accreditation point of view, but, some determination of what the ingredients of a foundation program should be, and what each ingredient should cost, think you can determine...

POST Well, yes. The point is that we have related our foundation program to an average expenditure. We have done this not only for junior colleges but for the rest of the apportionment system. We've always been critical of that, because it doesn't then reflect what is a minimum acceptable program which the State guarantees. And that's what the foundation program is supposed to represent. Instead, it sip, simply represents an average between what poor districts are able to put on with the assistance of existing state support and what rich districts are able to spend, some with a very minimum local tax effort, simply because they happen to be in districts which have extraordinarily high assessed valuation per pupil. And so, we've been caught in the, in a system whereby if the State raised the guaranteed minimum program, in effect, what it then did was to boost the average expenditure accordingly and thereby, in escalator

fashion, gave and, a basis upon which the districts could then come back and say 'Well, our average expenditure has gone up. Now we have to have another increase in the guarantee." And then when you gave them that, why they came back again, and this is the kind of a system you get into when you use averages in, as a, as a minimum. And particularly is this a problem, as we see it in the case of junior colleges, because of the very wide difference between assessed valuations in some junior college districts in relation to others. And we simply cannot understand the basis for increasing State support in a system which at the present time permits such a wide variation in unit cost, as $500.00 we'll say and less per pupil and up to, I think, somewhere around $1200.00 in very rich districts. There may be need for a, for increased support, but it shouldn't be simply by freezing this disparity which exists in the present foundation program.

YELVINGTON Do you have any suggestions of, as to how we should go about determining what should constitute a foundation program?

POST Well, I think, as we have proposed doing and are now attempting to do in the case of elementary and high school education, you have got to make something of a cost study of the factors which go into the cost of representative districts. And if you take the cost data which were supplied to this committee by the State Department of Education and you look at the differences which in, which exist in categories, for example, such as, transportation, you find things that just don't add up. You look at the nature of the district, you look at the nature of its transportation problem, and you see differences that you can't explain. I did this program by program and it was quite apparent that there was a relationship that was governed as much by wealth as it was by apparent need. By any reasonable standard that you could apply, looking at the situation geographically on the data. And although we don't have the, the kind of research and data that would permit a good, sound recommendation on this, as I say, even a superficial examination of the data would indicate that this is a problem

area that needs some real looking at. And so, as with other problems we discussed here this morning, we're suggesting that since junior colleges are now to be an increased responsibility for state financial support, in order to get at that, you've got to do some work on these various items. We, it hasn't been done completely yet, and we felt that the most useful thing we could do here this morning would be to identify some of these areas that need to be looked at and to give some directions for study to get a more acceptable basis for resolving.

YELVINGTON What you're saying that is somewhere along the line there must be some policy determinations with regard to the foundation program, and this will have to be preceded by considerable research.

POST I think so. Yes, and I think that it includes research into the relationship between transfer programs and programs which we have felt should be more heavily locally supported, because they relate to situations within the community, its industrial composition and, also, or less control of it.

YELVINGTON But all in all they're both are, are generally policy determinations.

POST That's right. These are basic educational policy decisions.

YELVINGTON Now maybe this is a question of eschew, but, are you know working, or, or will you have any suggestions as to procedures of criteria for developing a, a foundation program? Is this in the mill so far as you're concerned, or have you done any back speaking on it that might be shared with this Committee in, in the near future?

POST No, we are not presently engaged in doing the kind of research that I am suggesting here in junior colleges. As I say, we certainly are, we're over our heads in elementary and secondary on the basis of an assignment from several committees of the Legislature. We're going to have to do some work in this area, but with one man assigned to higher education, we're spread pretty thin, and we just are not doing the work in this field that has to be done.

STIERN I would like to ask if there is anyone in our junior college resource

group here today who might like to offer an opinion on, on one section of Mr. Post's paper. I realize this comes without much thought and would just be an opinion. That's all. But, as Mr. Post has said, it is also necessary to consider the feasibility of establishing a junior college student fee, which would be sufficient to meet the costs which are covered by student fees at the state colleges and University. Such costs include health services, placement, counseling and testing, certain student activities, and ster, and certain instructional materials. There is no reason why such a fee could not be required for a junior college student, just as for those attending four-year institutions, especially if there is to be added responsibility by the State. Do you junior college men have any one who would just like to make an opinion on that. That's all it would be. I know you have no preparation for it.

Would you mind speaking up? This is the type of material that helps our Committee and thank you, Mr. Post, for your testimony.

JOSEPH P. COSAND, PRESIDENT, CALIFORNIA JUNIOR COLLEGE ASSOCIATION

I am Joseph Cosand, President of the California Junior College Association. Your question, Senator Stiern, is an argumentative one, to say the least.

Dr. Bortulotso, who is chairman of our Committee on Finance and Legislation, distributed a questionnaire on this very topic to all of the junior college people about a month ago. The results which came in from the junior colleges throughout California shou a complete split in opinion on this fee business. Some junior college administrators feel there should be no fees of any sort. Other junior college administrators feel that perhaps fees of the type you mention are in order.

At the Coordinating Council meeting last Saturday, Coordinating Council for Higher Education, that is, last Saturday, this question came up with respect to the University and state colleges, and Harry Wellman, speaking for the University of California, stated that this fee was ap-

proximately $150.00 a year, and that it was for services rendered to the students, and I asked specifically if any of this fee went into instructional costs or for the provision of instructional materials and was told by Harry Wellman that it did not affect instruction at all, either in the, either from the standpoint of salaries of instructors or from the standpoint of supplies for instructional services. So we are talking then about a fee that might be considered an opening door for the first fee in free public education at the junior college level. As you know, at the present time we can charge no fees.

The question has arisen year after year from the students themselves that they would like to be able to have a student body fee made compulsory so that all students would be members of the student body and these fees could be used for student activities. This has been opposed in the past by a majority of the junior college people for the simple reason that they feel it would be the first wedge in making a tuition charge for junior college students, which has been up until now and still is a part of the free public education system, which goes from kindergarten through the fourteenth grade.

I've wandered, but again I want to say that this is a very argumentative question, and the poll Dr. Bortulotso took showed a complete split in opinion on this question.

STIERN Do you see any difference if legislation were to sever the junior college from secondary system and really make it a full-fledged part of the higher educational system? And I know some legislators have been thinking about that, that the junior college never can take its rightful place in higher education until it's severed from secondary education language in the code. If it were so severed, would this make any difference. Would they, would they look at it in...

COSAND I think it would make some difference, yes, but I still think you would have a group of people feeling that you were doing away with the

opportunity of providing a full education program for all students without charge. I think, in answer to your question, it would make a difference. I think more people would be in favor of a fee, yes.

STIERN Thank you very much. You might as well sit close at hand, Doctor, because you are the next one on our agenda. I am informed that Mr. Bell has his papers ready now, so we, we will at this time hear from Roy M. Bell with the State Department of Finance.

ROY M. BELL, ASSISTANT DIRECTOR OF FINANCE

Thank you, Mr. Chairman. I did get my paper here finally. I didn't know whether it was going to make it. Since Mr. Post, myself, and Mr. Cosand are all talking on the same subject.

STIERN Would you just go ahead and identify yourself, to, sir, as a favor, for our record?

BELL I am sorry. I am Roy M. Bell, Assistant Director of Finance for Fiscal Affairs for the State. And my subject, of course, is the need for increased support for junior college operating expense.

Since the other two members are on the same subject, I have picked my paper here primarily along fiscal lines, ignoring the other educational aspects of the program on the assumption that perhaps Mr. Cosand would cover this, too. And I think you must accept this paper as being at least in the context of being presented by the Department of Finance and therefore, obviously, more directly in the State's interest as you talked local junior college programs. We are not negative on this subject, but I think there has to always be one or two lone voices in the wilderness to try and balance the program, and remind the legislators that they are going to have to live with this just as any other state responsibility in the future. And since this is at this time just an interim period where we are really just getting started on taking our rather (inaudible) look at the State's interest in junior colleges, I am afraid the paper will, like Mr. Post, be more general than you would have perhaps preferred, but

we're just not that far along, and perhaps the paper will show at least where we will be working before the '63 session and can give you more information later.

The Department of Finance has for some time seen the growing need for additional fiscal support of California's Junior College system, both in the inevitable growth trends of public school enrollments over the past years and in the sharing of responsibility embodied in the Mo, Master Plan. For two years the Governor has been concerned with this problem and has already recognized it in part by the inclusion of $20 million for Junior College Construction in his 1962-63 Budget Message. We certainly can look forward to some strong recommendations on the level of Junior College support from the Coordinating Council for Higher Education, and the Department of Finance is already doing some exploratory work looking forward to the 1963 Legislative Session.

However, both the State administration and the Legislature must recognize the fiscal facts of lffe that competition for the State General Fund tax dollar is just as keen as for the local property tax dollar, and increased State support must be justified in the light of this competition. Needs must be determined and measured, standards established, and alternate financing carefully weighed before additional recurring costs can be met from the State tax base. And, frankly, I believe that the problems that await the junior colleges by 1975, at least as we feel, are such that they have nothing to lose and everything to gain by such an examination.

Since most of the future needs must still be formally recognized at the State level, I would suggest that at least the following questions be explored in order to arrive at a satisfactory level of fiscal support, disregarding for this discussion the adequacy of the instructional area:

1. What alternative financing is available?
2. What is the State's interest requiring additional support?
3. How can this interest best be measured for fiscal purposes?

and 4, can the State tax structure finance this interest?

I should like to discuss these questions briefly from the fiscal viewpoint, realizing, of course, that they do not offer your committee a quick and easy answer to the problem you are exploring. However, I know you realize that adequate determination of need today is our best insurance for satisfactory educational standards in the tremendous growth years ahead. And in the rather narrow field of financing such questions require intelligent and comprehensive answers.

Well, question one was "What alternative financing is available?"

Since a change in the, since a change in the local autonomy of governing boards of junior colleges is not, to my knowledge, contemplated, even though there may be some thought of separating the junior colleges from the secondary schools, it would appear appropriate to expect as great a contribution as possible from local sources in recognition of this fact. National comparisons indicate that state support in California is roughly equivalent with other regions.

However, even though--that is, for junior college support--however, even though the various states contribute at essentially the same rate, there are other basic differences relating to the income of the various junior colleges across the United States, where tuition ranges from 20 to 46% in other portions of the United States and only 1.2% in the West Another interesting relationship is that of local taxes paid in various parts of the United States. The West pays 62% of its junior college support from local taxes, whereas other sections of the country range from 18 to 30%. And these statistics I am using are slightly old, and I'm using them primarily for trend and comparative relationships. I think three conclusions might be drawn from this data: (1) that present junior college support meets the national norm, at the present time, that in the (2) that in the West district taxes replace student tuition, I think this is a heritage of our Western culture here, where we hold education to be so

high in our opinion that we are willing to make all sacrifices possible to keep it free, and (3) the out-of-pocket cost for California junior college students is one of the lowest in the nation. Additional support could be gained by meeting the recommendation of the Master Plan, we believe, by requiring students to meet all noninstructional costs through an incidental fee similar to our college and the University fees, and you can see I did not read Mr. Post's paper, because I think it had one or two things which are identical to this. But here you are not really talking about the educational program; you're talking about a service for the student, and therefore there is some logic in saying that a student incidental fee is justified if you want to render the service to the student. If you don't, then don't give him either the service or the fee, or at least not relate this in any way to a State responsibility.

YELVINGTON Is this something like parking on the student college campuses?

BELL Yes. This is rather like State parking. It's a sore point, but it's still, still applicable in the general content. We're not really talking about education of course. We're talking about noneducational facilities.

Another possibility for increased support at the local level could be a statewide tax on junior college, for junior college purposes as was proposed by your Senate Bill 1236 at the '61 General Session. Or the present requirements that a junior college district bond itself up to five per cent of the assessed valuation, could be lowered to allow the junior colleges to participate in the present school building bond program--which leads me to another point I would like to make--that the consideration of support and capital outlay must be done one with the other. Additional state support in either area will release funds which can be used to augment the balance of the program. Therefore you can't make independent judgments on capital outlay and support completely. You must do one and have some relationship with the other.

These areas of additional local income are all worthy of exploring to meet the growth needs of present junior college programs. In addition, it might be wise to explore technical corrections for Junior College growth apportionments, at least for abnormal growth districts, within the State public school support law (A.B. 1,000). You perhaps made some technical corrections in the 1961 Legislature in this area, although, frankly, at the state level, I have to recognize that the elimination of the guarantee for growth of $125.00 was a good principle, at least. If the district had developed assessed valuation (inaudible) so rich that it could have afforded to serve the growth within the foundation program itself.

YELVINGTON Do you still (inaudible)

(inaudible) That's true. And actually it was bad timing. It handicapped districts too much.

What is the State's interest requiring additional support? is the next question I would ask. Although the growth needs of the years ahead present a formidable burden to local resources, perhaps the outstanding problem is the financing of the 50,000 students the Master Plan contemplates diverting from the State Colleges and the University. Even if additional local resources could meet the demands of existing junior college programs, and I am not actually thinking of changing, there appears to be a clear-cut State responsibility to finance the added burden caused by such diversion. And I am saying, I guess, just as Mr. Post did before me, that if you can successfully measure this diversion, the State should probably care, carry the full cost.

Of course, recognizing this new State interest brings with it a host of new considerations usually reserved for analysis of State-level programs, such as standardization of admission requirements, retention programs, achievement standards, reciprocity in lower division education requirements - which, in effect, is transfer unit, credit - and other non-fiscal considerations which must also be resolved. But the essential to this

discussion is the recognition financially of this new State interest which will undoubtedly have to be supported by State funds at least to an adequate foundation level.

This and other new State interests, such as the retraining responsibilities of the junior colleges, must all have proper State support. The problem here is one of accurate measurement of such needs.

My third question then, How can this State interest best be measured?

The third basic problem we must solve relates to the need to find a measure of this additional need on the part of the junior colleges. We must develop a common language of measurement between all 69 separate junior colleges, uniform definitions, and statistics of enrollment as a bare minimum.

Chapter 1833, of '61--or your old Senate Bill 672--directed that: "The State Department of Education, Finance and the Legislative Analyst shall conduct a study to devise a suitable method for determining the number of units of average daily attendance for a fiscal year in grades 13 and 14 of a junior college, based on actual attendance figures for a specified period near the beginning and near the end of each semester of quarter." And really all that language says is "Is there a way to measure just once or twice during the year for enrollment purposes to obtain, in effect, a regular student enrollment rather than an ADA measurement, which is done on a daily or weekly basis?"

Meanwhile, an--and still have some proper relationship to the number of students that ADA figures would produce.

Meanwhile, an exploratory study by the Department of Finance, bun, begun prior to the introduction of Senate Bill 672, led independently to a departmental decision to undertake a more comprehensive analysis of junior college enrollment. Its goal is an answer to the question: If the State is to provide additional financing to the public junior colleges--considered primarily as institutions of higher education, rather

than a secondary schools--what definitions of enrollment are valid and reliable bases for measuring need in the area of capital outlay and support budget assistance?

It was decided to conduct these two studies simultaneously, thus permitting more effective definition, tabulation, analysis of the data. Since both explore attendance records, the two studies can test the feasibility of alternate units of measurement. At this time we are developing measurements for projection pusposes--or, in effect, our future enrollment needs--, for allocation purposes--it measuring support and capital outlay needs--, and for analytical purposes--which are primarily inter-system measurements. Now the Coordinating Council has just gotten together to start a new study on inter-system measurements which will provide such a standard of measure that, just the fact that you have changed the laws some way will not destroy any valid relationship between prior to future years' experience and those laws. In other words, we are trying to seek a standard of measure, regardless of legal definition. Now, and we are doing this not for just the junior colleges. We're taking it across the board so that we can have common measurements for all of them.

A second area of importance in relation to uniform measurement is the field of plant utilization and inventories of existing and programmed plant capacity. Each year the state colleges and the University of California make utilization and capacity studies which become one of the bases for the determinations made in relation to physical plant expansion. If the junior colleges wish to receive additional financial assistance, then they must be able to communicate this need in readily understandable terms, and, in my opinion, this should actually work to their advantage.

Now, what I am really saying here is that I have not yet disassociated in my mind capital outlay from support, and since we are measuring things, let's measure capital outlay as well as support by our own (inaudible).

Also definition must be given to any new state interest requiring

additional support, and here we have a host of possibilities. What kind of a plan will meet the many and varied needs of all the parties concerned. Some possibilities are: (1) an extension of the existing support program' with primary emphasis on increased local contributions, as we have discussed before, (2) an increase in the foundation program and the state support we would require, (3) a new proch, approach, a separation of the junior college program as set forth in the Donahoe Act into three parts and a determination of the State's interest in each segment--this would be a rather radical departure from our present system--, and (4) a system that will provide additional assistance over and above our regular school bill for only diversion and other specific state interests.

The possibilities are not on, endless; they merely seem so. The one thing they have in common is a need for common expression, for comparison and analysis, and this, we hope, will be possible to a greater extent when we have completed the study that Dr. Frisen of our staff is currently doing. He feels that, as far as we've gone now, there is a real chance of getting some very good comprehensive and uniform data from what he is exploring without any insurmountable difficulties at the junior college level. I think we can make some progress.

Now, Can, and my last question I'd raise, can the State tax structure finance this state interest? In closing, may I briefly comment on my last question--that of the estimated cost of a new Junior College Support Program and the ability of the State to support any such additional expenditures from its present tax base.

The Master Plan, as you all know, recommended that "procedures and methods be devised and adopted by the Legislature that will increase the proportion of total current support paid to the junior colleges from the State School Fund (augmented for that purpose) from the approximately 30 per cent of state support now in effect to approximately 35 per cent, to be achieved not later than 1975. And this is about the one guideline that

the Master Plan set down for us in addition to this problem of diversion, from the standpoint of the fiscal costs.

During this fiscal year there are $32.6 million in State funds has been provided for support of the junior colleges. This consists of $27.7 million in the principal apportionment and $4.9 million in the continuing appropriation for newly formed junior colleges to provide relief from double taxation for newly formed junior college districts. This is where the State has already recently recognized the fact that, that incentive for the establishment of a junior college, new junior college district, would be to have the State pick up the local tax. And so, this is what this is. Because, as you know, the way the formula works, the money for that year, first year of operation would always go to the old district. And so you would really have to hit the local people twice, or else you would have to substitute the State.

STIERN Which is the people.

BELL Which is the same people really, isn't it? Perhaps in a little more indirect way some people might, but believe me it's still out of the same pocketbook.

For purposes of illustration, let us assume that these expenditures represent approximately 30% of the present support costs of the existing junior college program, or $160 out of a $543 foundation program. To increase the relationship of State to local support from 30 to 45% on the existing foundation program will require an increase of $80 then per existing ADA. Using 1960-61 ADA, which was the basis of the '61-2 apportionments referred to above, we find that a shift in program of this magnitude would cost about $14 million. Extending these costs to 1975, we are now estimating a growth in graded enrollments excluding adults of approximately 200,000 students without accounting for any of the diversion suggested in the Master Plan. Our estimate of cost as it relates only to the increased State support of the 30% to the 45% for the growth to 1975

is $16 million. So we are speaking of roughly $30 million in increased State support which would have to be added to existing expenditure program of about $55 million by 1975. This is the dollar cost of that wonderful program.

The determination of the State's direct interest in diversion, retraining and the like, are more positive answers in that they would have to be provided through some State resource anyway. Whether the 45% goal can also be reached, or is completely necessary, can only be determined in comparison with other State needs and the ability or inability of all local resources to meet the growth problems of the future. Possibly heavy capital outlay assistance by the State may provide sufficient local funds to offset some support needs, but this can only be measured after the State's con, construction contributions are determined.

I think what I really said here is that after you recognize the State's interest as being something we should probably put up the full tab such as diversion, such as, perhaps, retraining other areas, interests, perhaps some, some recognition of the transfer problem. Once you get that, past that point, you may not have to then assume automatically that htis Master Plan recommendation of an increase from 30 to 45% is something magical, and that it must be done. I don't think these proposals should be piecemealed. I think they should be considered together. And because of that, plus the considerations I suggested on increase of the local contribution, because of autonomy left to the Boards. I think you really have to look at all elements of what you are going to pay for and not jump to the conclusion that the very first thing you must do is implement immediately the Master Plan recommendation of going from 30 to 45%. I think you really have to take a hard look at all the rest of the elements of what the State's going to be putting in almost completely before you get to that step in the process.

Now, as you can well imagine, a ve, a very important portion of the

Master Plan, from my point of view, was the Report of the Technical Committee on California's Ability to Finance Higher Education. This report indicates in general that we should be able to provide the financial resources to implement the Master Plan. And I think some rather hopeful feeling by this Committee that the rest of the state doesn't expand too fast in the process, such as mental hygiene, welfare, or anything else. If, if we can use all of our resources for education, then we can do this job.

Tiis report indicates, as I said, we can do it within the Master Plan. The most important point that I would like to leave with you today is that this financial capacity, capability will only be possible as the result of increased productivity, population growth and expansion of personal income, and in effect the products which go into our increased tax base in the future. These factors will tend to expand at a relatively even trend over the next fifteen years, and therefore, I feel that any solution which you develop as members of the Legislature should take into account consideration of the factor that the solution to the junior college financing problems will really have to be at least in part a gradual one, rather than an over-night one, or we are going to have to face again the problem of major revision of our tax structure. In other words, we don't have all the money probably to do it immediately. On the other hand, to my knowledge, no one is really proposing at this time, and I am not fearful of something when I say this that you will jump into this and immediately raise the support from 30 to 45% at the next session and in addition recognize credit for transfer courses which have always been given in the past and a whole bunch of other things to in effect cause the State to car, to carry a much greater burden all at one time. I am merely suggesting whatever plan is worked out should probably be based so that by 1975 we've reached it on a gradual base rather than a completely one-year step.

And that's all I have.

STIERN Thank you, Mr. Bell, for your testimony. As a native San Diego man

I should announce the arrival of the State Senator from San Diego County, who is Senator Hugo Fisher, who is an attorney from that city and who serves as the State Senator of that county, which is now exceeding one million people and also has tremendous growth in the area of higher education. Senator Fisher is now the member of the Senate Committee on Education, but he is the Chairman of the Sub-committee on Finance to, I think most of you folks know that the Senate Education Committee is broken into Sub-committees, this one being the Sub-committee on Higher Education. Not only is he a member of the Education Committee but he is Chairman of the Sub-committee on Finance. Senator Fisher, it is a real pleasure to have you here. It's a long haul, I know, and we're real glad you could come.

SENATOR HUGO FISHER, CHAIRMAN OF THE SUB-COMMITTEE ON SCHOOL FINANCE, MEMBER OF THE FACT FINDING COMMITTEE ON EDUCATION

I'm sorry I wasn't here. I was a little late so they had to teach a class in the junior college (inaudible).

STIERN So we have one from San Diego and one from Kern County, but really in reality we have two Senators.

At this time, I might say, Senator Fisher, that Mr. Bell prefaced his remarks by saying that at a meeting of this type, there is always somebody who has to be in a position of a break or of thought of conscience, and his paper was somewhat generality because some of the answers they just don't have on this, but he has presented a great report for consideration in our record, and perhaps at this time, if you have any questions you might like to ask on the part of (inaudible) reserved?

FISHER (inaudible) Thank you, Mr. Bell. To refresh my recollection on how this 30, 45% by 1975 was arrived at. What factors went into that? What considerations were ...

BELL I wasn't a member of any of the technical committees, and perhaps I have a very, very suspicious mind, but I assume the 45% was basically arrived at because the other elements of the public system were being supported at the rate of 45%. And at least as I attended a meeting of the

Technical Committee of the Department of Education in forming the '61 School Bill, it was discussed along those lines a little bit. And the approach taken by the Department of Education at that time was that the transition should be a gradual and step by step process over the 15 years increasing the percentage, I believe at that time, 4% every three or four years--something of this nature--to arrive at that level. And it was primarily presented on the basis that they felt the State's contribution should not exceed 50%, because the local school board still would maintain autonomy, but that it should reach as, as near that as possible and still ...

FISHER And still not giving up the argument, huh?

BELL Would, yes. In other words, if they wanted to maintain their 51¢, per cent stockholder control, I'm sure, but the 45% is pretty close to (inaudible).

FISHER Was, was there any...

BELL And I am sorry I just don't know any of the technical...

FISHER committees; well, I, I will ask somebody else then. You mentioned the possibility of studying, breaking down of the program at least for financial support into three separate parts, as mentioned in the Donahoe Act, to look at the financing in each sector separate from each other sector. Do you, you have any opinion as to how each of these parts might relate to the foundation program of 543 with respect to whether or not in each of those sectors $543 in ADA is a reasonable or unreasonable amount in your upward and downward?

BELL One of the problems of the $543 is that it is arrived at in a less scientific way than we would like, and Mr. Post mentioned this to the Committee before I came on, that they're too often arrived at by actual expenditures, which do not necessarily always relate back to the, to the need, that sometimes reflect the ability of the district to have a certain type of program. The terminal courses in the labs, of course, are very

expensive and would probably be quite a heavy course to grant, as opposed to the (inaudible, Senator Fisher interrupts)

FISHER Even arriving at the figure in that empirical manner is it, has there been any study made as to what, what is the cost in each of these sectors?

BELL Not to my knowledge, and Alan, do you have any knowledge of that?

POST I am sorry. I just don't.

The data that was supplied to the Committee that I made reference to (inaudible) the cost pretty well broken down, but it didn't, I didn't show that it, also, that there was a considerable breakdown of cost district by district, by which you could make some comparisons. And as I indicated this morning, the comparisons that I made off the top of my head between districts on some of these functions showed that there was a, a more direct relationship it seemed to me to

STIERN Mr. Post. Excuse me, could you speak a little louder? I am getting this but not too clearly.

POST Well, from the district rather than the particular process of need as you can envision this by simply looking at the geography of the, of the district itself, so that we're, we are also suffering from an inadequate body of information of this kind, Senator Fisher.

FISHER I apologize again about coming in late. May I ask a couple of questions of either of the gentlemen who wants to volunteer on it? In your studies did you find that there was a substantial difference between the junior colleges with relationship to their emphasis in one or the other sector of the...

POST It seemed to me that there were significant differences, yes, in areas that were somewhat controlable program differences. I wish I had brought the material with me, because I had it pretty well noted, but this has been six months ago, or something.

FISHER Well, now, as between the three major functions as described in the Donahoe Act, was there a difference of emphasis between the different

institutions that were serving relatively the same type of community?

POST I don't recall the three specific definitions. Mr. Bell mentioned that; maybe he does. I assume that they were transfer courses...

FISHER Terminal and general.

POST Terminal and general education. They weren't broken down on that basis.

FISHER (inaudible).

POST I think we probably agree the specific definitions Mr. Bell mentioned that maybe he has had to do this. They were very full courses, terminal and general education. (inaudible)

FISHER (inaudible) of extension in some areas that would quite clearly optional, vocational types of programs. But for the most part (inaudible)

...does set forth these three main functions of the junior college, there is, is a, a, is a statewide system. There is, in fact, no handy way, at least in the present accounting methods of finding out what each of these is costing and who is bearing the, the bigger or the lesser share of the, in any of the major functions.

POST I don't think this is defined in the law, Senator Fisher. I think this was simply in the Master Plan technical report.

FISHER Yes. This was all I was referring to. And, Senator, in context, what are the

POST My recollection, I might be wrong, my recollection is that, the, that Senate Bill 33 did...

FISHER Oh. Senate Bill 33.

POST ...the definition of, of functions.

FISHER In those three categories?

POST Yes.

FISHER Well, you're ahead of me.

POST I am behind you. I'm still back in 1960.

TYLER May I make a brief statement?

STIERN Yes.

TYLER I am Henry Tyler, again. I'd just like to say that under the present law, the junior colleges accounting system is governed by the school accounting manual, and the categories that are reported are those called for in it, and they are not in these types of categories at all. So there would be no way of getting the kind of data that these gentlemen are concerned with unless some highly intricate new kinds of accounting were called for.

BELL Senator, what I, my remarks were directed at is that I was explaining in this particular section of my paper that we were exploring measures of me, measurement methods. And one of these might very possibly be at successful ability to measure the three levels, of the, as explained here, but at this time, to my knowledge, enrollment, many junior colleges feel that enrollment is not equally divisible into the types of students taking these three areas.

FISHER We, my question related to what I understood as one of your suggestions that, that, that maybe some particular sector, we ought to be doing, whether it was building or something else in some particular sector we may at the State level, ought to be carrying the entire cost.

BELL Yes. We would normally say that we would examine each of these three sectors, and find out what their needs should properly be, and then should the State support a portion or all of that particular function, such as...

FISHER I am just trying to find out whether there is any information available that, or any studies have been made so that we can find out what it is costing us at each level. The conceivable prices that, that the Legislature might consider that the transfer courses be commensurate, as long as the program was demonstrated to be commensurate with, with was received in the state college system and the University system. (inaudible) were reported in the state college system. Why, I think

it might be cnnceivable that we might conceive of a situation in which we wanted to support that 100%. My question is whether we have any information that shows these relationships yet?

POST We, we don't, but the system that we have proposed, and which I repeated this morning as embodied in the old Assembly Bill 70 of 1960, would have required that mater, information be kept on that basis, because that is, you derived an ADA for transfer credit courses, for example. You had to record all of those and then divide by 15 and you got your transfer credit ADA and this was used as the vehicle for apportionment of the state funds that were associated with the transfer. And so this would then have to be done, at least with respect to transfer credit courses. And, in effect, what we were suggesting there was that the State would assume with respect to that segment which is involved in the so-called transfer.

MACHINE STOPPED, TESTIMONY INAUDIBLE, RESUMED WITH ROY M. BELL

BELL ...from a, across the board in higher education approach.

POST Now our foundation program is an average of support costs and doesn't have this element that you just speak of and which we think is absolutely necessary if we are going to change the, well, it's absolutely necessary we think in terms of the present apportionment program, even if you weren't going to have this additional emphasis on higher education. But it's accentuated by the new role of the junior college and the relationship to the State as we see it.

STIERN May I ask a question relative to something Senator Fisher was reminiscing on. He commented about how this figure went from 30% to 45% as it relates to the Master Plan suggestion. Could this be tied in with expected increases in other secondary support from the State or is it just a, is it anticipated that the increase would be 15% in other secondary expenditures, or...

BELL No. At this time the attempt would have been made to bring the junior college level back up to the other KK through 12 level. To me it never had

a magic of definition in it other than a rather general philosophy of approach. And, of course, it's obvious that the junior college level is free primarily because of the wealth in the districts and the increased assessed value in the last ten years.

POST May I say something on that one point, since it's come up, because I did attend meetings as a, water bearer you might say on the Master Plan Survey. I attended many of their meetings. The, we, we have felt that there is no real sound basis for the proposed increase from 30 to 45% of the cost, because it is as it was proposed, it seems to me, primarily a, a fiscal decision, but it was not supported by the basic data and study that is required in making that kind of a basic change in the relationship between state and local support for districts. Now, as I indicated this morning, you have got to think, it seems to me, in terms of who's responsible for the policies of the program, who is responsible for local property tax levels--and these are local responsibilities of the junior college system--in relation to a proper system of state support in relation to state support, and that simply gearing this to what has traditionally been the relationship more or less to, between elementary and secondary education in terms of state support and local support does not meet the, it seems to me, the criteria that should have been considered in the other proposals that were made for a greater role in higher education for the junior college. And I think we ought to just pretty much abandon that as a, as a conclusion, and we ought to start from scratch and do it on a more definitive basis. I'm sure...

FISHER You, you feel that the political conclusion that one level support ought to equal what the other level of support was, and they could just as well say that it ought to be 80 %, because that's where the State College is, or 60, 65%, because that's what the University is, or the University could turn around and say "We ought to be 80 or 90%."

POST I think that is right. I think it was something of a political...

FISHER Unrelated, so far as you recollect, to, to specific studies as to the relationship of, of tax resources and the matching of responsibilities and the, and the, the, whether or not it was a State function or a local function being performed with that, with that dollar, wherever it came from and however many ways it was divided.

POST In, in any of the meetings that I have attended, there was no discussion of the philosophical relationship between the source of revenues and the expenditure control nor of the relationship between tax determinations on property, who determines what the property tax will be and what it's relationship is to other burdens on the property taxes. It was a general assumption based on historical data and what was happening in property taxes generally. And, as you know, as members of the Legislature that have the responsibility of dealing in these relationships in terms of many State programs, of which higher education is only one, and a relatively small one, in terms of the total subvention budget of the State. You simply can't do this thing in a vacuum, and my point is that that point it was do, be, it was done to some extent, I felt, in a vacuum and without these fiscal considerations being considered in the same light that you have to do when you write a bill.

STIERN Thank you, Alan. I appreciate that very much. Now, we will wrap this subject up with a third presentation, which is Dr. Joseph Cosand, President of Santa Barbara... Will it take that many papers?

DR. JOSEPH COSAND, PRESIDENT, SANTA BARBARA CITY COLLEGE

Ten minutes wouldn't make any difference if you went much beyond eight o'clock.

STIERN How long is your paper, Doctor?

COSAND Ten minutes.

FISHER Save the questions until later.

STIERN All right. Let's, let's do this then, because it is the third part of a section, The Need for Increased Support. I, I think we will take the

paper.

This, this subject is well wrapped up. We have an analyst, a man from finance, and now we have a President from a junior college. So, I think this will wrap this up real well, and you may proceed.

COSAND Senator Stiern, members of the committee. I am Joseph Cosand, President of Santa Barbara City College, and President of the California Junior College Association.

Following two such presentations as were made by Roy Bell and Alan Post makes this a rather interesting position to be in at this time, because I sit here and listen to some of the presentations and I want to say this, that in general, I would agree with most of the things that have been said by both Mr. Bell and Mr. Post, but on certain points I will differ.

As president of the California Junior College Association, I would like to speak for the public junior colleges, for the public junior college faculty members, the administrators, the Board of Education members and for many lay citizens of communities which are supporting local community colleges. I would like to speak in general terms which are philosophical and based upon principle. I do not plan to speak in specific terms with respect to exact formulas for increased support for junior college operating expenses, since the topic, "The Level of Support for Junior College" is being studied extensively by the Coordinating Council for Higher Education in cooperation with the State Department of Education, the State Office of Finance, the California Junior College Association, and the California Teachers Association. I might say there, in digressing, that John Richards, a new staff at the Coordinating Council, Roy Bell, whom you heard, Carl Frisen, also from the State Office of Finance are doing tremendous jobs, I believe, in studying this whole problem and will come up with recommendations to this committee, which has been appointed to serve on the Coordinating Council, or rather, as a part of the Coordinating Council staff. It would be pre, It would be presumptuous of me to

recommend any specifics with respect to this complex topic.

However, as I mentioned previously, I do wish to speak on the principle of increased support for junior college operating expense. The Master Plan for Higher Education included cer, certain specific recommendations--some of which applied to the University of California, some to the state colleges, and some to the junior colleges. As a member of this Coordinating Council for Higher Education, I have seen many of these recommendations put into action. For example, the increased admission requirements to the University has been adopted by the Board of Regents. The recommendation that admission requirements to the state colleges be increased has been started by the State College Board of Trustees. The recommendation that ineligible students to the University of California who attend some other institution, that these students stay for two years at that institution, which, in general, means junior colleges. That has been implemented.

FISHER Excuse me just a minute. Is that at that institution or at another institution?

COSAND At another institution. The same thing at the state colleges. The student who is ineligible to enter a state college and say goes to a junior college, he shall have two years of transferable work, totaling 60 units before the state college will admit him. Now these points that I am mentioning have created a burden. You folks have talked about diverted students. I am talking about another group here, who in the past could make up their deficiencies and then transfer to the University or state colleges as freshmen or sophomores. Now they transfer as juniors. This should be noted.

However, those recommendations dealing with the level of support for the junior colleges have so far remained merely words. Let me be specific at this point and refer to Chapter IX of the Master Plan.

A. Master Plan Recommendation: that procedures be devised to assure that all funds allocated to and for junior colleges for current

expense or for capital outlay by the State be expended only for junior college purposes.

Action taken to require cost accounting of all of these funds pertaining to junior colleges has been taken, but no action has been taken requiring that said funds be expended only for junior college purposes.

B. Master Plan Recommendation: that procedures and methods be devised and adopted by the Legislature that will increase the proportion of total current support paid to the junior colleges from the State School Fund from the approximately 30 per cent--now Roy Bell used the figure 30 per cent; Alan Post used 27%; the Junior College Association figures show it to be less than 25 per cent. So there are three figures in use at this point, at the present time. Anyway, that this--be increased to approximately 45 per cent, to be achieved by not later than 1975.

This point was discussed in detail a while ago, and I don't want to add much to it, except for this one digression. The percentage of state support to the junior colleges has been in the past upwards of 40 per cent and this percentage has steadily dropped from around 40 per cent state support to now where we say it is less than 25 per cent.

FISHER Excuse me just a minute. Mr. Chairman, do you want to leave the questions until after lunch?

STIERN I think we had better, in, in, in courtesy to the cafeteria system.

COSAND So I also would agree that the figure 45% is low utopian figure. I think, too, it may have been pulled out of a hat to some degree, but I don't think it is quite as empirial as we may have been led to believe. There was a reason for going into the 40% bracket, and certainly it wasn't to match what the state colleges or Universities were getting because those figures are much, much, much higher. So the 40% figure, 45%, I think, went back to approximately what the junior colleges were getting

earlier.

1. The Donahoe Act of 1960 did nothing to implement the junior college financial provision of the Master Plan, and the 1961 session of the Legislature also was barren of action on the crucial issue of State participation in current operating budgets of junior colleges. So was the special session just completed. Despite strenuous efforts by the California Junior College Association to increase the State's partnership role, the reverse-shifting of the tax burden away from the State and toward the local property taxpayer has continued. Each year, as costs rise and as the formula for State participation remains frozen, there is further retrogression. Currently less than one dollar out of four for operating junior colleges comes from the State.

   AB 1848, as passed by the 1961 Legislature, redistributed two million dollars of junior college support money, but not a single additional dollar was provided by the State. The apparently "new" money represents funds diverted by the elimination of apportionment of equalization aid for students from non-junior college district territory. Henceforth, the State...

FISHER Mr., Mr. Cosand. I hate to interrupt you with this coming on, but it seems to me that there is a basic misunderstanding about the tax resources of the State, all of which, all the tax resources within the State, in quoting your local property tax, are part of the resources of the State, part of which have been parceled out to you. And if we take money out of the district which you cannot tax and add it to what you have in your district, the State has apportioned some money. Now, you, you are just merely saying that we should raise it by a given method...

COSAND I would agree with you.

FISHER ...but this is a misconception that has gone too far to not get under

my skin a little bit. That is why...

COSAND I cer, I wou, I wouldn't argue with you.

FISHER Two million dollars is new money which it didn't otherwise have, out of your own resources.

COSAND It was within the own resources.

FISHER It was not within the resources of oour own district at the...

COSAND No, not of our own district. That is correct. I wouldn't argue that point with you, Senator Fisher. Where was I?

UNIDENTIFIED Third line.

COSAND The apparently "new" money represents funds diverted by the elimination of apportionment of equalization aid for students from non-junior college district territory. Henceforth, the State will pay basic aid only ($125) for students from non-junior college areas. The funds thus retained are to be distributed to junior college districts on an equalization formula based on a foundation program of $543 for resident pupils only. I'd like to stop there just a minute, if I may and say that on Wednesday of this week in Sacramento, Mr. Cox is holding a meeting on this discussion of what constitutes a foundation program. Alan Post talked about this at the elementary level and at the secondary level. This would be discor, be discussed in committee session Wednesday, day after tomorrow. Tomorrow. May the 4th. Thursday, May the 4th. Thursday, May the 4th. The cost to the State under the $543 foundation program for resident pupils will be no more than the cost of the former $49...

(Broke off at end of tape. Copy of speech included: $494 foundation program for all pupils, both resident and non-resident).

AB, in summary, AB1848, in summary, provides new incentive for non-junior college areas to form or join junior college districts, but does not come to grips with the basic issue of additional State support for junior colleges as advocated in the Master Plan.

The California Junior College Association wishes to renew its urgent

request that the Legislature accept the goal set in the Master Plan under which the State will gradually--and this was mentioned by Roy Bell, where it was hoped it wolldn't go all at a jump. And I would say the same thing--gradually increase its share of junior college operating costs until a permanent level of 45 per cent or apporximately 45 per cent of the costs is achieved.

In 1959-60 about half of the operating funds for public schools came from local sources, and the other half from State and Federal sources. This average, however, conceals the fact that only about 25 per cent of junior college funds come from the State. This is in sharp contrast to other segments of higher education. Approximately 88 per cent of the costs to operate state colleges and 66 per cent of University of California budgets come from State funds.

An immediate priority need is to increase the State's share of junior college operating costs to approximately 33 per cent of total expenditures as a step towards the ultimate goal of 45 per cent State participation--this full goal to be achieved by 1975 if the Master Plan recommendation prevails.

Of interest is the fact that many districts are receiving well under the State average of 25 per cent. Los Angeles is receiving some 18 per cent State support for the junior college program maintained by its seven junior colleges. The remainder of the operating costs come from local tax funds and other sources. I could quote other figures from other districts, but this one is illustrative. Yet, by increasing admission requirements at the University of California and at the state colleges, and by requiring students to remain two years at the junior colleges before transferring to the University or to the state colleges--that refers to the ineligible students--, we are causing the enrollments at the local junior colleges to literally explode. For example, Santa Barbara City College has grown 51 per cent in the past two years.

We see the disparity in operating costs between the University and the state colleges, and the junior colleges, becoming greater--where the State provides support for the University and state colleges from the State General Fund, while the junior college boards must, through tax overrides and bond issues, provide the funds for the operation of local junior colleges which are required to handle an increasing percentage of the higher education enrollment.

Let's fact it--salaries are materially higher at the University of California and at the state colleges than those paid at the junior colleges. Facilities--both buildings and equipment--are more costly; so it is understandable that the State can save millions and millions of dollars by diverting students from the University and state colleges to the local junior colleges. The fact is that the State can still save millions even when it increases state support to 45 per cent, as recommended in the Master Plan, simply because it costs less to educate a lower division college student at the junior college than it does at the University of California or at one of the state colleges.

I want to stop there a minute and say that this paragraph, I realize, is general, and I am hoping that the cost studies that are under way out of the State Department of Finance's office and Carl Frisen is working on this to try to find a method where you can compare oranges with oranges--in other words, lower division students with lower division students--is long overdue. And I would not vouch for these figures. I don't, I, I don't think they're accurate, but that is all we have to go on at the present time.

Some people will challenge this statement and confuse the facts by saying that junior colleges operate very expensive programs--costing as much as $1100 per student. Two of the seventy public junior colleges fall into this category. And I think when this statement is used it should be so qualified. The average cost per student in the junior college program

is less than $600--just under it; at Santa Barbara it is $540; and the foundation program as established by law is only $543. If you will take and look at the costs of the different junior college programs throughout the State you will find that almost all of them come within an area of just under $500 to just under $700, but most of them between five and six hundred, which comes out at an average just below $600. I think it is about time that all of us realized the burden carried by the California junior colleges at a monetary cost to the taxpayer which is certainly a great deal less than the costs for similar educational programs at our other institutions of public higher education.

The local junior college is a community college serving the local community--and yet it is also serving the entire State.

We hear a great deal, and we have heard it today; we have heard it other times about the fact that the State is interested in these diverted students, in these students who are going to go ahead an get an AB degree. I'd like to raise the question as to why isn't the State interested in the vocational students. They are going to participate in our technical industries.

FISHER The answer is we are if we guaranteed $543 for each of them, not just for the diverted students.

COSAND Well, I just want to get this point on record, that I think the, the statements so much, are so often made that these diverted students the State will be interested in. I think we have to say, as you said, Senator Fisher, we're interested in all of them. And the terminal student who is educated at the local junior college is of interest to that community, but he may also, is he is educated in electronics at Santa Barbara, he may be employed in the electronics industry in San Jose or in Los Angeles. And I think that this point should be, should not be overlooked.

But you do have these four points that I mentioned here:

1. The junior college provides the first two years of college education

And it's fifty thousand per year that we have talked about of diverted students. It is fifty thousand per year by 1975, which means that between now and 1975, we are not talking about fifty thousand students total; we are talking about maybe three hundred thousand or so students. And this point, I think, should be clarified.

2. Providing vocational-technical programs training students for participation our, in our increasingly technical society.

3. Providing remedial classes for students who have abilities which have been slow in development, thus enabling these students to continue on through college--a great saving of human resources. Now this again is that two-year point that I talked about as far as colleges and universities are concerned. And I would like to hit another one here. And that pertains to the student who is a good, eligible student for the University of California or for one of the state colleges; he goes to the University or the state college; he doesn't do well for many reasons: maybe it's a big university where he went to a small high school and he flunks out or at least he becomes ineligible. Now the junior college re, plays a role here, too, and I think this is an i...

FISHER Historically.

COSAND Pardon?

FISHER Historically. There's no, there's no shift in that. That's...

COSAND No. And that is the point. This is a very important point to note here and I think, again, that when we talk about remedial education this is one of the remedial functions of the junior college.

4. Providing general education for the many youth and adults who wish to complete certain educational programs for their own gratification and enjoyment. And I believe this is what the Master Plan refers to when it talks about general education.

This "open door college"--this "community college"--this accepted segment of the higher education system of California--requires more attention from the Legislators of California. It is doing a tremendous job with very little help--and this help, percentagewise, has been decreasing each year.

Now, again, these figures that I have at the top of page four are approximate. And I would be the first to say they are approximate. And I would like to be able to have figures which would be considered to be very accurate. But they are this:

The elementary schools receive approximately 60 per cent from the State.

The secondary schools receive approximately 40 per cent from the State.

FISHER Shouldn't that be 60 per cent?

COSAND Well, there is a difference on that, Senator Fisher. As I understand it, between elementary and secondary...

FISHER I know. I am just talking philosophically. Shouldn't it be 60 per cent?

COSAND I don't know.

DR. BASIL PETERSON, PRESIDENT, ORANGE COAST JUNIOR COLLEGE

Does that figure include facilities and secondary, too? And that is why it's lower?

COSAND It could be. It could be, Mr. Peterson.

The University of California receives approximately 65 per cent from the State.

The state colleges approximately 85 per cent.

Again, the junior colleges less than 25 per cent.

May I say that we are being asked to do more and more. Gentlemen, in principle the junior colleges must receive increased support for junior college operating expenses if they are to continue to handle from 75 to 85 per cent of those students enrolled in the first two years of college in our institutions of public higher education.

The Master Plan is viewed in California and throughout the United

States with the hope that the three segments of public higher education can, with the assistance of the Coordinating Council for Higher Education, develop an overall program of higher education which is outstanding in quality, economy, and creativity. And I would like to add there, too, that as little duplication of effort as possible. May I digress there one moment. A group of educators from England visited this state last week, or the week before--and this was reported at the Coordinating Council meeting on Saturday. They came to California for one reason--and that was the Master Plan for Higher Education in this state. And they talked to Dr. Kunz and Dr. Richards and said that England is looking at this Master Plan with great hope. I know this is true in other states of the United States. I was in Milwaukee in December, and they are looking to us. I had a telephone call two days ago from a member of the Regents of the University of Wisconsin, and he wants me to come back and meet with the Regents of the University to discuss the junior college program and the Master Plan Program for Higher Education. I think we have something very fine, and I think we can all solve the problem.

Thank you, sir.

STIERN I am going to ask that we hold our questions until after our lunch break. At this time we will...

FISHER Mr. Chairman. I am going to ask a series of questions on this and I don't want to do it now, but when I do, so you can be thinking about it at lunch, Joe, the reason I have been asking these questions is, I, I don't understand why we get into the argument about comparison with other things rather than the problems within, within your districts and the resources whi, which are then available and why they are inadequate to do the things that ought to be done, and that both are the factors that go into the decision of upping or lowering or leaving where it is, and not by looking at secondary schools, whether they are 40, 45 per cent or 30 per cent or anything else, because the, the comparison between them are not the important

thing. The question is, within the resources which we have, which have been parceled out from the State already to the local district, within those resources, how well are they doing and are they being circumscribed in what they are able to do, because not enough resources have been given to them. And that is the only question.

STIERN I am sorry, Dr. Priest, our ten minutes is a little longer than this, but we will, we wi, we will recess and I would like for you to make an announcement to the group at lunch.

PRIEST Be glad to. (remainder of reply inaudible)

LUNCH RECESS

STIERN We will reconvene our committee at this time. We have a lot of ground to cover, and we, we are going to change our agenda a little bit here, because we have two people who must catch an airplane and so as a courtesy to these two men we want to take them ahead of a few others, since that is their situation. And I speak of two persons on the second sheet of your agenda. The first one, Glenn Carter, Assistant Vice-President of the Bank of America. And we will follow him with Jack Peart, who is the Director of Management Division Training, General Offices of North American Aviation. These two men must catch a plane, so if we might, we would like to deviate a little bit here, and hear Mr. Carter's presentation. Is he here? Mr. Carter, would you just come forward and identify yourself for the record and it is our pleasure to have you make a trip up. We appreciate it very much. We have two other Senators here. I would like to introduce Senator Albert Rodda, who represents Sacramento County in the State Senate, who himself is an instructor at Sacramento City College. Senator Fisher is here, but he will be returning very shortly. Do you know where he is? Would you try and find him? That these, would you tell him that these two people have to get to a plane. We are going to take them early. So you

just go ahead and proceed, Mr. Carter, if you will, please.

GLENN CARTER, ASSISTANT VICE-PRESIDENT, BANK OF AMERICA

Thank you very much, Mr. Chairman. I am Glenn Carter, Assistant Vice-president of the Bank of America.

It is indeed a pleasure, and I deem it a real opportunity, on behalf of the Bank of America, to say a few words in connection with our very favorable experience with junior college graduates throughout the State of California. I might say that I believe it is generally con, conceded by all of our officers that have to do with the hiring of people that we get a large proportion of our best secretaries from the junior colleges.

Because our girls are hired through some 750 branches of the bank, as well as through our San Francisco and Los Angeles Headquarters, we have no central statistical files that go into how junior college graduates compare to others, but I am sure we don't need detailed statistics to prove their worth, as we have had years of experience in hiring them and observing them individually from the beginning.

However, as to the men, we have what we call our "Selective Male A" accelerated training program. For this program, we generally look to those who have majored in business administration, accounting, or economics. This does not necessarily preclude other good graduates though.

When we hire these young men, we put them through three weeks basic indoctrination training, two weeks NCR proof training, seven weeks of commercial and savings teller training, followed by a week of safe deposit and statement training, vault teller training, etc. All told, this training program involves two years.

We have more than seventy different banking services, so that the trainee can take any number of directions when he is assigned to a regular position to begin his climb upwards. During all of this training, the trainee is paid a regular salary.

Over the past four years, we have had more than two hundred and fifty of these men from the junior colleges who have gone into this two year accelerated training program alone.

Of course, in any such program, there is a certain rate of, shall we say, involuntary resignation on the part of those who can't keep up the necessary pace and make the grade. There are practically no junior college graduates, however, who fail to complete the program. The percentage of failure of junior college men isn't even worth mentioning, and most of these two hundred and fifty junior college men who have completed this program are officers of the bank today. Some of these who are officers today were hired as recently as 1960. I'll say a few words later about the training program. The bank considers the long-range potential of these Junior Officers to be excellent. In fact, the constantly increasing number of our branches has accelerated our need for such officers. Many of them are of real management calibre because they have progressed so far while still so young, and we find, too, that in many cases junior college graduates are more fitted for some of the types of work that we have in the bank than are the four-year college graduates.

We have what we call a "C" Training Program for honor students of the four-year colleges, but we can never fill our needs from these institutions. The junior college graduates who receive this special training and continue with their studies with the American Institute of Banking are our best bet on the whole--now and for the future.

Years ago we observed this potential, but ten years ago, in 1952, we decided to try in some small manner to get some kind of tangible recognition to the business education that was being provided by the junior colleges. We could see the junior colleges graduates turning in outstanding performances with little being said about it in the way of recognition.

Practically all of the four-year colleges had recognition and publicity through various types of scholarships, awards and grants. But the

junior colleges which, which were doing such an excellent job and with which we were even dealing directly by hiring their graduates, had no awards to furnish incentive to the students.

So, in Los Angeles, where we enjoyed the most junior colleges in one system, we started in 1952 our Junior College Business Awards Program with two awards to each college regardless of size.

In 1953, the program was expanded to take in all of Los Angeles County, and in 1954 it was extended to all of Southern California. The following year we went statewide with the awards and we now cover the 66 junior colleges throughout the State of California offering business courses.

I feel this is about as good testimony as I could give as to our thinking in connection with the statewide significance and importance of junior colleges to the state as a whole.

Our Business Awards Program, which, by the way, we hope to expand in the future, constitutes the first example of an Awards Program to take in all junior colleges in the state that have business courses. We are a statewide organization and we have branches near all of these colleges. We constantly observe them at close range.

Later this month, May 31st to be exact, our bank is taking a further step in encouraging junior colleges. For the first time, we are pleased and privileged to sponsor a program which will be called the Junior College Man and Woman of the Year Awards. This program, embracing the seven junior colleges of the Los Angeles City School System, will pay tribute to a man and a woman of the year in each college. Then, then from these fourteen finalists, a man and woman of the year will be chosen for the entire Los Angeles system. The judging will be done by two panels of outstanding citizens and graduates of all fields of junior college endeavor will be eligible.

The California business community would have a great void to fill in trying to find competent people were it not for the large number of trained

graduates coming out of the junior colleges. Any of you can verify this very easily, I'm sure. I am in constant contact with other lines of business and I know that I am joined in this opinion by representatives with utilities, manufacturing businesses, insurance and other "white collar" businesses and even civil service.

It is safe to say that many of the students, coming out of junior colleges, having graduated from high school and lacking either the inclination or money or both, would not at that time go to college at all and would not be able to find their places in business were it not for the two years of maturity and extended education the junior colleges could give them.

Also, many high school graduates appear to be overwhelmed by the prospect of a "four-year stretch" in college. Four years seems like an unusually long time, but many students slide more easily into a two-year objective in junior colleges and having tasted the nectar are encouraged and inspired to go on to four-year colleges. Two yaars in junior college may often "stretch the vision" of some of those who would initially falter in the face of a four-year commitment.

We feel that education has no optimum or terminal point as far as age or responsibility is concerned. I have no centralized statistics on this but we encourage many of our older employees to take night courses and upgrade themselves. We have many of these cases.

Along this line, it is interesting to note that many of our junior college award winners turn out to be older people who have gone back to school. We have had several cases where winners were mothers with several children. A recent winner in Los Angeles was a mother of four and this year a husband and a wife were both winners and both were also holding down jobs outside of school.

In business today, one of our most critical problems is a shortage of good employees in our expanding economy. With the growth and development of the State of California, we will in the future, as we have in the

past, have urgent need for the talents and abilities of a constantly increasing number of competent junior college graduates.

Business will need more and more of these people every year as far as the forseeable future is concerned.

Our bank is justly proud of our association with our California junior colleges. We have constantly, they have constantly demonstrated outstanding leadership, and it is no accident that our California junior colleges lead the nation.

Again, I appreciate the opportunity to...

STIERN Thank you, Mr. Carter. Questions from the Committee? Any questions Dr. (inaudible) ?

YELVINGTON Just as a point of emphasis, Mr. Carter, most of the employees you sponsor in the vocational-technical phase of junior college training.

CARTER And the business.

YELVINGTON The business. And I know you probably desire and expect to keep most of them in your employ. But do you have any measurable percentage that, that after they have been with you and have completed this, this training move on into other areas and...

CARTER Outside of banking, you mean?

YELVINGTON Yes.

CARTER I don't know as we have any figures on that, but the people that, I mean separately, as far as the junior colleges are concerned, but the attrition of our trainees that complete this two years is negligible. There is always a little bit where after a number of years of experience in banking, somebody offers them a job as treasurer of an oil company or something like that, but it wouldn't amount to a percentage of the men. Of the women, of course, there's a very high turnover.

YELVINGTON But the bank itself moves these, the bank itself moves these people around throughout the state?

CARTER Yes. Our job, our general system, as you probably know, is to not

have anybody stand still. If the, if an employee has to stand still he's not doing the job. He's, he's holding up the parade, and an employee has to be able to move to more responsibility, more salary, and more important jobs and if we expect him to end up pretty high at the ladder. We, as we have compulsory retirement we have to keep moving people along.

YELVINGTON And then from your bank's point of view, the contribution that the junior colleges make to your organization is actually a contribution not to the local economy where the branch happens to be or the junior college happens to be but to the economy of the State as a whole.

CARTER Yes, it, it's both, as far as we are concerned, because our community is the State of California. We are statewide, but, as someone said earlier, we might hire someone from Compton or Los Angeles and he ends up in San Francisco or someplace else.

STIERN Well, thank you, Mr. Carter. We're really... Hugo, do you have a question or two. We've got a few minutes.

FISHER Yes. You mentioned that some of the people that go through junior college training at your behest, do you find that they perform certain jobs better than if they had, than people out of four-year college? What type of...

CARTER Well, the man that's on the way, for example, to becoming a branch manager, he gets a head start as far as the banking is concerned. He doesn't have to know at any time an awful lot about the national economy or national finance or something like that that would be needed in our economics department, for example, or, or international banking. At the real high executive level, those fellows are generally all four-years and a lot of them got their degrees, Master's degrees at least even back, who graduated some years ago.

FISHER Would you feel that some of them advance better toward the , the system manager, for instance, if they have had the specific courses and specific types of operations that are more germane to his immediate job, and that's,

that was the (inaudible).

CARTER Yes, and these are the terminal students because, in effect, what we give them is their last two years of college. That's what it amounts to, but it, it's all slanted on banking.

FISHER Now, as I understand, you do that while they are employees.

CARTER Yes, sir. On a salary. That's...

FISHER With you, and...Let me ask, assuming that the, that you have these employees and there were no such thing as a junior college system, how would this be accomplished? How would this type of training be accomplished?

CARTER Well, we would have, we would have a hard time unless the four-year colleges were able to handle those first two years. I have, don't have any figures on it, but I know the drop-out rate used to be pretty high when I went to college, before anyone finished the fourth year. I don't know if there was any high statistics at the end of two years, but we are not set up, for example, to teach a lot of things that the junior colleges teach. But if they can cover the basis of certain of the liberal arts, subjects which we are not set up to take and get that background, then, together with the American Institute of Banking courses, of which we are a big sponsor, and our onn training programs, we have a tailormade junior executive in the same time that he would be getting out of a four-year college with no experience.

FISHER I, I think you are talking about the liberal arts education, is what you are...

CARTER Well, liberal or, or business, I am talking about things that we do not teach that the junior colleges do. In other words, you're, you're, the, the subjects that you would take for an AA degree, very few of those are available through the American Institute of Banking.

FISHER Well, I, I think you said I wasn't very clear on it; my mind wasn't tracking. I think you said that some of your people you send from time to

time for specific courses. Are you talking about certain, certain specific classes or are you talking just about...

CARTER Yes. Certain specific classes. If, if an employee is weak in some certain thing--it might even be English, or--is there is an opportunity where this employee colld be upgraded and take a better job, but is weak in one subject or two subjects, or if that employee is aiming toward wanting to be an escrow officer, let us say, ultimately, and weak in mathematics. First step we go to school and learn some more about this. I have two members, junior members of my own department that I have going back to junior college to study English.

FISHER Well, if we have this, this, as I understand it, this program of, of encouraging your people to go ahead and in any event to a two-year course looking towards a degree, but you also have specific things that you request of them to do in order to better prepare themselves for the job they are doing or those into which they may, in which there are foreseeable openings and so forth.

CARTER And the difference, as I pointed out earlier, depending on whether an employee is particularly, where he is aiming, or where he wants to go within the structure of the many different departments and services we have...

FISHER You're, you're, you're grasp, these students, are they tied to your internal program or is this just to any, anything they wish to do?

CARTER Well, the, let me ask you mainly, is the awards, no there's no strings tied to those at all.

FISHER Just as...

CARTER Just an encouragement to their recognition. The junior colleges, I think they must feel, as I said before, there was nothing said much about their work. They were kind of an orphan in between, as somebody said here before. They weren't sure whether they were a college or, or not, and this made it a little more, it dramatized a little more the importance of business

training.

FISHER And, and you do find that there are lots of things which you feel that they ought to take which would not, just aren't available, even if there were a state college and university branch right in the neighborhood, that just aren't available.

CARTER I didn't say that. They would probably be available if these people would go to a state college, but I don't know whether they would or not. We don't, we don't have a, a regular, what you might say, recruiting program with the state colleges so much. We do with the junior colleges; we're after these two-year(inaudible).

FISHER Let me ask about extension courses in the University. As you recall, we had a hearing a couple of years ago relating to extension classes. Some testimony from some industrialists that, that they found their employees had advanced better if they encouraged them to, to continue their education, and they even went to the extent of bearing part of the costs, so that, do you engage in that sort of thing as well outside the junior college program?

CARTER Yes, we do, too, what we call the Bank of America Giannini Foundation. That is done on a, more on an award type of basis. Any department head or branch manager could initiate somebody that he thinks has potential for better than, better than average long-range prospects. And, is they think that a certain type of training will further his interests and his future and also the interests of the bank by having a more effective employee, a certain number of those are granted. But it is more as a reward to a fellow that has already shown some outstanding things. And this even goes to the level of Dale Carnegie courses, public speaking courses, where we feel that a fellow could express himself a little better offer him one of these things--no strings attached to that either; that's just for their own good.

RODDA In your demonstration of your personnel policies, then I gather you

show a different preference for junior college graduates over or, over say high school graduates. Is that correct?

CARTER Oh, yes. That's a different type of accelerated program. A high school graduate wouldn't even be eligible. Yes, a student must have two years of college.

YELVINGTON Mr. Carter, you said that a person that was pointed toward a, the manager of one of your branches, the product of the junior college is often better, from your point of view, than the four-year college graduate, for, for various reasons?

CARTER Well, that is kind of an empty question. It depends a lot on the man.

YELVINGTON That, that by the, but that, I thought you said that a junior college education was better for a person going to, or better fitted.

CARTER Or better fitted. In, for a number of kinds of work.

YELVINGTON And among these is the person that would be a branch manager?

CARTER Could be, yes. That, that isn't just the only one. By, by fitted, I mean not only just the education, but quite often it, the four-year graduate is liable to be very, more choosy, let us say. Maybe not be quite as patient in taking additional education, additional training.

YELVINGTON Well, the

CARTER Feeling that the four-years entitles him to a lot of special treatment, or, probably more so than the two-year man is willing to buckle down for.

YELVINGTON But even so, you, you're branch managers are your chief representatives in a community. And as such they, they, they relate your company to the community in which they are stationed. And therefore you, you do look for high calibre people, well-rounded individuals.

CARTER We hope that practically every man we recruit is potentially able to become a branch manager or a branch officer. At any rate, some kind of (inaudible).

YELVINGTON But then, the point I am trying to arrive at is that the Bank of America does look to the junior colleges to provide them with or produce

for them well-rounded individuals that are not only economically competent but are competent as citizens and as members of a community.

CARTER Right.

STIERN Well, Mr. Carter, we certainly appreciate your coming up and giving us material and it will be made a part of the record and studied and we do very much appreciate your being present this afternoon.

RODDA May I ask a question? The answer would be yes or no.

STIERN Sure. Go ahead.

RODDA I had some experience with the AIB program and it was my understanding that, that you took people into your organization who had say the equivalant to the junior college education and completed the AID program, and then were advanced within your organization, and that there was practically no limit to the kind of progress that they made, could make. Is that, a fair statement?

CARTER Yes. I mentioned here that our best bet now and for the future was this type of people that had two years of junior college let us say and went ahead with the AIB program and took our special accelerated training program. They are on their way by that time.

FISHER I think, I

CARTER He has another question for me, Mr. Chairman.

FISHER Would you prefer a person who having had two years of junior college or two years of college training, presumably a junior college, would you prefer them to have a general liberal arts education and add to it with your AIB tor, courses, or would you prefer to have them in your long range prospects to have them train rather more specifically in the technical aspects of your business?

CARTER Well, that is a hard one to answer, because it depends a lot on what you are looking for at the time. Primarily, we look for the fellow that has studied economics or finance or some type of business program, but we like some look, we like some history and a few other things mixed in.

A large number of these that we staff are, more of less liberal arts students.

FISHER (inaudible) Excuse me just a minute. I, I was trying to identify this man that you said, "The sky is the limit." His, his sort of a program. What would you most like him to have in that two years before he got his...

CARTER We would like him to have a, a liberal background, with some emphasis on business courses. What I was referring to earlier is certain liberal arts courses that you can't get in AIB, for example. Somebody that just limited thenselves to our training program, they, this is strictly, strictly business end (inaudible).

FISHER You, you, you don't want anybody that just had courses in machine accounting and that sort of thing?

CARTER No. That, that is not potential management material unless they pick it up along the line voluntarily. It is pretty hard to make car, make conversation and service club or something like that if you know nothing except how to run a machine in your own office. You need, you need a well-rounded background. Or at least an interest in getting more.

STIERN All right. Well, we will proceed to our next witness out of the industry here then, too. It was part of our intent to get a few people from industry to present their views also. So our next presentation is by Jack Peart, Director of Management, Division of Training, General Offices, North American Aircraft, Inc. Now Mr. Peart, if you will just identify yourself and proceed.

JOHN A. PEART, DIRECTOR OF MANAGEMENT DIVISION TRAINING, GENERAL OFFICE, NORTH AMERICAN AVIATION, INC.

Mr., Mr. Chairman. Members of the Committee. I am John A. Peart, Corporate Director of Management Development and Training, North American Aviation, Incorporated. I do not speak for the aerospace industry or for all industry in general. However, I think it will be obvious that many of our practices are very similar to what you find in other industries, and particularly other companies in the aerospace industry.

You are aware, I am sure, of studies which show a trend toward more highly skilled employees in industry. Figures from the U. S. Bureau of the Census show that while the work force increased 33% in the last 20 years, there was an actual decrease in laborers in industry, operators about held their own, machinists increased 100%, clerical workers 95%, and technicians 645%. This trend appears to be continuing, and the figures are supported by what is happening within our company.

We recently asked the employment managers of our five Los Angeles Divisions to give us a list of the 10 classifications in which they anticipated the most hiring in 1962. Now this, of course, they pointed out to us, was an estimate. Out of the 50 jobs in the total list, at least 16 require education beyond the high school, and 10 others call for craft skills. I want to point out that all 50 of these jobs are non-salary jobs and would not be filled by college graduates. In other words, we do have a recruiting problem and require college graduates, but the jobs I am talking about now are the ones below the college level.

Some examples of the jobs which require two years of college or technical institute training are electric, electronics instrument mechanic, research analyst, electronics testing inspector, electronics research mechanics. These are all titles of jobs within our company.

Now, the skilled jobs referred to above are typical craft jobs requiring specific skills, such as turret lathe operator and setup man, setup man, tool maker, tool and cutter grinder--things of this kind.

I am sure that others have pointed out the difference between general education, vocational education, and job training. As a matter of fact the questions that you gentlemen have indulged in with Mr. Carter bear on this problem. General education provides an employee with the fundamental capacity to learn industrial jobs. If you will, reading, writing, and arithmetic are tools which a person uses to attain further learning.

The questions asked here had something to do with the liberal arts--

the whole man, and I would certainly like to point out that North American has an interest in general education as such. Last week we honored two men in our company who are general superintendents, fully high executives, and they have thirty years' service. They came in right at the bottom--one was a, a mechanic and the other an electrical installer. These men had something that made them big enough to progress through all these stages up to where they are. I have heard many times in meetings have been held where we discuss somebody for promotion and they have talked about people with technical qualifications, have been with us for years--ten, twelve, fifteen years--and somebody will say something like this, "Yeah, I know, but I wonder if he's a big enough man for the job." I think what they are talking about is that does he have the background and the history, philosophy, literature; does he have a feel for the society in which we do business, the people that we deal with. Things of this kind. So, I did want to add this little bit here about the fact that we are not unmindful of some of these values--character, if you will. Integrity, loyalty, things of this kind are important in addition to just being able to do the job that we hire the man to do.

For many of the jobs which are increasing in numbers in industry, we find that education beyond the high school in mathematics, English, and science are essential. Some of the mathematical background includes algebra, geometry, trigonometry, slide rule, and even calculus at times for some of our technical jobs. If for no other reason, at least to be able to communicate with the engineers with whom they work. In the field of English, studies in literature might give an employee a feel for his native language. In other words, I, I think that this may be important, but we are primarily concerned with the communication aspect of English, such as report writing, grammar, spelling, and oral communication. We have many situations in which our technicians are required to give briefings to engineers or to management groups on the projects that they are working on. They have to

both read reports and get something out of them and write reports on what they are doing. Courses in science and chemistry provide the student with a vocabulary and an understanding of many of the processes used in industry today. In addition to this, science courses provide the student with a skill in the use of measurement, guages, and instruments.

Well, in addition to the general education, that I have referred to above, vocational education as I am using it prepares a man to enter an occupation. Training as a engineer--we usually call this professional--does the same type of thing. It prepares a man to enter the occupation of an engineer. There are large numbers of jobs requiring a knowledge of electronics. Just to give an example, our job specifications in this area usually state that two years of electronics tra, training beyond the high school is required. Now this may be as in a junior college, or technical institute--somewhere, but the man needs it. Engineering drafting, technical report writing, metallurgy and many other occupations require some vocational training beyond the high school. When industry cannot hire people in the occupations we require, it is necessary to set up vestibule training in these occupations. Normally we desire to leave vocational education or training to the schools, and at North American we only engage in such training when circumstances force us to. For instance, in the last 20 years there was only one occasion when we set up a class and taught typing for a period of about a year.

At this point, in case I leave a wrong impression, when I say we like to leave it to the schools, we devote a lot of effort and energy to training the people that we hire. On the first of April we had on our payroll 192 full time, training personnel. I called up Dr. Wilbur's office at the Los Angeles Trade Technical College on this date, and asked what the size of his staff was. A hundred and seventy-seven. So that, within our company, you see, we have a staff of trainers that is the equivalent of the size of a pretty good sized college. We accomplished

a million man hours of training for our employees on company time, paid time, in the year 1961. But most of this, as I say, was training people who already had a skill we could use to do this particular assigned job. I might illustrate the type of things that we are forced to do at times. At one of our divisions we have just set up a machine shop course. We have moved machines into an area, hired instructors, and got ready to teach machinists. We can't hire enough on the market. When the market eases up and we can hire machinists, we will stop this chi, type of education, because we look at it as vocational education. Now, when we hire a machinist who is competent, we put him through training which teaches him to read North American blueprints, our operation sheets; we teach him the specifications and the tolerances that our engineers use. This we call training. This might be a fifteen-twenty hour course, you see, but when we can't hire machinists, then we might give them a hundred-hour course or more to teach him to operate a machine and then we will take him from there through the years. It might be interesting to note also that people in industry come in on a beginning job with a very minimum skill. They have very little to offer on the labor market, and yet ten years from now, these people will be hir, or earning a good wage, maybe married and a couple of kids, and buying their own home. In other words, a good solid citizen in the community. And where did they get the capacity to earn this money? Well, it was built on the education foundation they came to us with at a little bit at a time--some of it on the job, some of it by experience, some of it in company training--but in small increments over a period of years, this person that, now, that came to us with very little, has the capacity to earn a living; he can leave North American and go other places and sell this on the market. In other words, he, he is employable at other places.

Job training, on the other hand, is required at all levels--this is what I was referring to--to teach competent people the duties of their

specific jobs. A competent typist must be taught the filing systems, forms and procedures, vocabulary, and specific duties of her assignment.

At the other end of the scale, a competent engineering graduate of a first-class school must be taught the drafting room practices, engineering procedures, and the special techniques employed by the unit to which he will be assigned.

In summation, there is an increasing number of jobs in industry that absolutely requires education, both general and vocational, beyond the level of the high school.

Thank you, gentlemen.

STIERN Any questions of Mr. Peart?

RODDA One. To what extent is there liaison between your organization and the public junior colleges in order to develop courses in the field of technical education, as you say, voca, as you describe vocational education, which will meet the specific needs of your industry, or is there such a liaison?

PEART You say, to what extent is there cooperation?

RODDA Yes, and liaison.

PEART I think that it's quite close. Some years ago, going back about 1954 or 5 when we started getting involved in large amounts of electronics work, several of the local schools worked with us and other industries to set up courses. For instance, we assigned one of our instructors to work with East Los Angeles Junior College, as it was called at that time, to go over and outline and work with them. After this was done, they had a committee of people from other industries that, kick the thing around. They started this course. It has been going ever since and continuing to be improved. Right in our own area very close to home Dr. (Marci and Dr. Heiless - sounds like this) of El Camino come over to see us about once a year and bring with them some of their technical people in various fields--electronics or some of the shop areas, such as welding, and we

the appointment is set up in advance. We have for them copies of our specifications, the job descriptions, things of this kind that we are working on at the present time, and then we comment on their outlines; we visit their operation, so that--I have just used these two examples, but I, I feel that there is a, a great deal of cooperation and we feel that the junior colleges in our area are serving us very well, and we help the, we hope that we are reciprocating by giving them the kind of information they need to keep these courses up to date and close to the demands of the students.

STIERN Any other questions? Senator Rodda?

FISHER I have got a few questions, Mr. Peart. I wonder if there is not a fourth category or maybe you dovetailed it into one of the others of those whose, who are old employees or employees for some period whose type of job in the change in your industry requires other skills than those which they presently, presently have, what do you, what, what do you feel the, feel is the position of, or should be the position of industry with regard to those?

PEART You are talking about retraining?

FISHER Retraining within the industry because of the change within the industry.

PEART I...

FISHER There is another retraining drawback?

PEART Yes. I left this out probably on purpose in the interest of time, but it has received considerable publicity of late, as you know, and so, I am quite prepared to talk about it, Senator. One of the things that happens in larger industries is the ease with which people who are being transferred can be transferred to other jobs. For instance, we have enough people so that if we don't need as many riveters this year as we needed last, this can be foreseen and these riveters can be put in the places to which they are adapted. I'm, I'm using this as an example because it has gone on over a

long period of time. During the war we had "Rosie the Riveters", where we had thousands of people driv, driving millions of rivets a day, and over the years this has been less and less, and so that at the present time there are few rivets in aircraft. And in fact, in the next few years there will be no aluminum to rivet; we will be building them of other materials. So that this has not been something that happened overnight. Every time that we would build a new model there would be less riveting and more of other types of work. For instance, on the F100--which is now obsolete; we are not building it, but it was one of our latest aircraft--the wings had no rivets in them whatsoever. It was built of heavy pieces of aluminum. The wing skins themselves were over an inch thick and these parts, these spars, ribs, and the wing skins were held together by high tensile strength steel bolts, and they had, the parts had to be drilled to very close tolerances for the assembly of these bolts. Now, the, all of the riveters did not have the skill or the adaptability to be assigned to this kind of work, but from our riveters we took the ones that could do this and trained them to, set up classes to train them in the use of this equipment. We used Keller air-feed drills and special jigs and things of this kind and these people then were trained to go into this. At the same time that this was happening, some of the assemblies on this airplane were put together with what we call sandwich construction, high-temperature brazing, and some of the riveters who didn't have the skills to do this high-precision work were transferred to the brazing end of it, things of this kind. In connection with what has been said lately, I have talked to some of our top executives in manufacturing, some of our personnel people in employment, and while I don't want to give this as official, because it, it , it's just a matter of recollection, none of them can seem to remember any occasion in the last twenty years where we have laid people off because of changing jobs or advancing technology. We have laid off people sometimes when we

have lost contracts and lost business, but we have been able to do this retraining of our own people and it has been a company policy. We never thought much about it. In other words, when we have a new job to be done, we pick the people and set up training classes. So, this has been more or less a way of life with us, and I think that you will find that this is more or less true in the other aerospace industries that I know about. As a matter of fact, twenty years ago I left General Motors to come with North American and I had about a seventeen-year tenure with General Motors, and while at that time, that far ago, we didn't have the training classes and things of this kind, there was still this matter of taking the people off one job and training them to do a new job on a new machine.

FISHER On the job, on the job retraining.

PEART Yes.

FISHER Well, is, is this necessarily confined reasonably well over the large industrial concerns? What about your sub-assembly, or sub-contractors and that sort of thing.

PEART I used the term that the large companies didn't have so much difficulty; I can visualize a case, for instance, where you have got a small firm with ten or twelve people who have three of these people involved in a certain process and they buy a machine that permits it to be done with one. Well, they are going to have more difficulty in, in transferring these people, I presume, than a company such as ours; and it might be that in a case like that, two of these people would get laid off and would have to see, search for jobs elsewhere. But the, our size, you see, gives us flexibility so that one way or another we can take care of the, the people that are, or have to be shifted due to changing technology.

FISHER I am not wanting to get off the subject of junior college operating costs. I personally feel that one of the biggest problems society faces is this problem of more rapid and a geometric progression; more rapid changes in our technologies and methods of doing everything from riveting

to machine accounting, much of which requires retraining or upgrading the skills or, or going into entirely new skills, and in our public education system, particularly at the level of junior colleges. I think this whole question comes to a crux insofar as the, insofar as the assessment to the, of the social cost--whether it should be an internal matter in a particular business or whether it is something that should be borne by the taxpayer or something by the state taxpayer. All of these things are concerns, so I, so I, so as far as I am concerned, you can take all the time you want to explore that then at the, in its detail and in regard to this question of those who may loose their jobs in a particular, in a particular talent or skill in your company because you loose contracts and if they, and if you had gotten other contracts, they may have been retrained within your, within your organization as a matter of course. But half of them, when he has to go get that new job someplace else and doesn't have that skill, now that cost is picked up. This is going to be a, become a higher and higher cost factor in our society borne maybe a lot of places, but this is one I think we have to take a very careful look at particularly where you have institutions of higher learning bottomed in two or three different aspects of higher learning and this being one of the more important ones.

Anything else you have got to say on the subject, I would be very happy to hear.

PEART You may be forcing me into an opinion where I would express my personal opinion. I mean, you...

FISHER I wouldn't want, I wanted. I was just about to say, whatever you say in this regard I won't consider the opinion of North American or the aerospace industry, or anything else. Just your personal opinion.

PEART Why, why don't I start with, with what is company policy, the way North American feels about some of these things, or at least indications in the lack of any specific statement.

Twelve years ago North American established an educational reim-

bursement plan. This is common; many industries have them. Our purpose in doing this was to provide an employee service, something that would make our employees say North American is a good place to work, because we have an educational reimbursement plan. I surveyed, I es, I established things when the, with the company for a long time, and at this time I surveyed many other companies, looked around the nation, and found that many of them limited the courses which an employee could take to his own job. We didn't want to do this at North American. At that time, twelve years ago, we could foresee, in fact it was already starting with us, this increase of technology to the point where we were getting into electronics and other things. So we wanted to encourage our employees on their own, we will say, to prepare for greater things. So, for this reason we allowed our employees to study things other than their own particular jobs. In spite of this, when we started, about 96% of our employees studied the things that they were doing. It is a little better now; we are around about 89% that study their own job, but some take other things. Now the thing that, that we are delighted with, when it happens--I will give one illustration but there are many. A young man, a high school graduate, who was hired to handle big boxes in one of our file storage rooms--unskilled labor if there, anything was any. All he did was use brawn. But he has recently completed a $900 course in electronics at a technical institute. We re, we im, we reimbursed him two-thirds of this, and I wanted to talk to the young man, and see what he was going to do about it, and my secretary said, well he is no longer there. I thought, 'Oh, my gosh.' But I found out that he had already made arrangements with one of our departments in the Los Angeles Division and had transferred as an electronics technician. Now, the reason we reimbursed two-thirds instead of all of it, is because that our President feels that the employee should have some stake in it. He, he says it is traditional in this country for people to sacrifice for the things they want, and I guess it wouldn't make too much difference to us whether

we reimbursed all of it or just two-thirds, but it was his guidance then that set the policy of having the employee stand part of the burden.

FISHER Do you agree with that philosophy? Just as a personal matter?

PEART Yes, I do. I think that some way or another a person ought to feel that they, they are doing it, that they can sacrifice. There are cases, I am sure, where people need some help, but very often this can be arranged on a personal matter with the facilities that are available to them. And at North American, we feel that people that are employed by us can certainly afford to pay two, or one-third of their, their education if we way the other two-thirds. Incidentally, it might be interesting to you to know that in 1961, our two-thirds of the courses which our employees took amounted to $365,000. In addition to extension courses and courses which upgrade the technical competence of our engineers, 155 of our employees actually received degrees. We had the one get his Doctorate; about 53 get Masters, and the rest were Bachelors.

Now, in California, as you know, we have hundreds of employees taking evening courses in the high schools and the junior colleges in which there is no tuition involved. So the figures I have quoted you are the courses that cost money, and we do not have figures on how many of our employees participate in these things. I recently got a figure from the Westchester High School; in the last semester at this one high school in our area, we had 200 North American employees enrolled. So that, I, I think that our employees are interested in upgrading themselves. We wish that more did, of course; but as you recognize, many people are satisfied.

Now, in, in direct answer to your question as to my personal opinion, I, I feel that our free educational system is a wonderful State, in which it provides education for our people without any discrimination. We pay for it, of course, but it is for our sons and daughters. Now, when we get up to the point here where people are preparing themselves for specific vocations, there may be more definite vocations for having the people get

involved in it. In many cases, people prepare themselves for special vocations by going to technical institutes or private schools which do charge a tuition. In many cases, it's the only place they can get, but, as Mr. Carter said for the bank, I can testify for North American in that we are increasingly dependent on the skills that come from this two years beyond the high school. Years ago a high school graduate could do almost any job we had around here except the engineering level, but this technical level, of tech, technician level, is, is, increasing, expanding. There is, there are more and more jobs in every area. For instance, in the areas where we are automated, where we have got computers in the offices, we can't get enough programers, and they do have to have enough education to be trained as programers.

FISHER Thank you.

STIERN I am going to have to be a cruel chairman and cut, get this one off because we have eight... MACHINE STOPPED

STIERN We do appreciate you men out of industry help us with our problem. Thank you very much.

UNIDENTIFIED It's a pleasure to.

STIERN Now, I'd like to back up a little bit here, to Dr. Cosand. Senator Fisher had a few questions he wanted to ask him. So, Dr. Cosand, if you would come forward, and we will ask Senator Fisher not to be too rough with you because we have several other people we plan on having this afternoon.

COSAND First of all, Senator Stiern, I am moving under false colors; it's Mr. Cosand, not Doctor.

STIERN All right.

FISHER (sounds like) I have lost my, lost my notes on you.

Under this page one, A-1. It is your feeling then that the, as I gather, you have an inference from what you have said here, that you feel that the, that all junior college institutions ought to be segregated in their

costs and expenses and put entirely upon their own tax base and none of that siphoned off to the unified districts.

COSAND That is my feeling, yes.

FISHER May I ask you about the, you mentioned that as, that the average was slightly under $600.00 foundation program, the actual foundation program.

COSAND Actual cost.

FISHER Actual cost. How much of the difference, let's say from $575-$600 on up is attributable to the fact that there is available a high assessed valuation per student and is not necessarily related to what is a basic foundation program?

COSAND Well, I think that the very expensive programs, such as the ones which were operated at Coalinga and Taft, where there are small enrollments...

FISHER You are talking about the 1100 dollar level.

COSAND That's right.

FISHER Let's go down to the six and seven hundred dollar ones.

COSAND I think that's due to two things: I think one of them - you will find certain of these programs are, are such that they specialize heavily in the occupation programs where equipment is expensive and also where class size is smaller, and so your costs will go up. This is part of it. The other part is what you said - the districts are wealthier and they can afford a higher program. There are two aspects to this higher cost.

FISHER And is there any way of getting it, segregating this thing out as to what, what is the basic need and what, what is added to it because the money is available as a higher tax base?

COSAND Well, I, I think, I think you have to talk in terms of the kind of a program that you want to offer. May I elaborate on this just a little bit?

FISHER I, we are talking first about what you need to offer.

COSAND I know, I know, and I, and this is what you may want to offer and need it in both. You take the small junior college that does not have the numbers of students that warrant large size classes in depth construction

and breadth. By that I mean breadth in curriculum and depth in curriculum. You begin to have to run a lot of small classes, and when you do this your cost will spiral. And, in general, when you look at the costly programs they tend to be in those, on those campuses where the enrollments are not very high. And you do have this added cost. Now let me say again what you need and what you want: if you are going to offer an engineering course on a college campus you should have four semesters of calculus; you should have a course in statics; you should have a course in materials. A small college campus will have enrollments in the third and fourth semester of calculus and in your statics course and in your materials course which will be very small; maybe they will only have six, seven, or eight students. Now that college is going to want to do this to have a quality program for the local community, and it is going to need to do it. And so, if you do these two things you will tend to boost your cost. Now let's go back to ...

FISHER So that in that, so that in that type of a school with that type of a program you may have a, a requirement in money that may run well in excess of $543 per student in order to have a quality program it costs. Now let's talk about ... All right.

COSAND I, I want to get one more point made, over.

Now some of the colleges which do not have too much assessed avaluation in this district--in other words, a relatively poor district--will still want to do this and so they will work out means of doing it. One of the ways that you can do it is to boost the class sizes in certain other classes, such as history and political science, to compensate for this small class over here. Now you get into a larger junior college and you don't have that problem. And so, let's take Santa Barbara for example. We are in this class of a relatively small junior college. We have 1400 day students. Our calculus classes and so forth are small. But we have political science and history classes of 150 students in order to keep our costs down where we can operate. That is what I wanted to add onto this statement.

FISHER So that there is a disparity between the size, as, as there is a disparity between the size of the college, there is a disparity between the need of money, regardless of assessed valuation or anything else, for the same type of program.

COSAND That is correct. That is one of the reasons why the recent Legislation stated that there should be at least a thousand students within two years before a junior college district should be formed. That is one of the reasons for it.

FISHER I, I know what the reason for it was. Is there any way of arriving at what a college of that size or any other size really does need for a well rounded program?

COSAND I think a lot of it depends upon two things clearly. One is the philosophy...

FISHER I, I, I will tell you the reason I asked you. I don't want to trap you on it. It is because we keep talking about what the average is.

COSAND I know we do.

FISHER And I want to know if we have a thousand-student college in this location what do we really need? Or is there any way of ever finding out what they really need for a foundation program? Otherwise, what we give them isn't a foundation program.

COSAND Well, I think the point that Alan Post said a while ago about average is not meaning a great deal when you just talk averages. I think he is right. Let's go back to your question. And let's take Santa Barbara and let's take Contra Costa. I am, I happen to be director of each campus, so I can speak with experience there.

Santa Barbara is a community where there is no industry except the electronic industry and the tourist business. And so, we don't have much of a vocational program. We don't have, I don't think, a good enough one because there isn't much interest in it in that community. The students want academic work. That is one of the reasons why are costs are frankly

as low as they are. We, we have electronics, we have merchandising and , as discussed by Mr. Carter--we have these kinds of courses, but we don't have welding and we don't have machine shop and we don't have these things. Now let's go back to Contra Costa. That program is just as different from ours as night and day, because they are right up the Sacramento River; you have got all of your oil industries along there; and you have your steel industry and you have your sugar mill; so Contra Costa had a heavy vocational program. And so, again, you talk two communities. They have different needs. And I think that you have got to build these programs on the needs of the communities, and of course, then when you come in and say, "Well, let's take an average of these two," you are really averaging two entirely different campuses, aren't you?

FISHER Yes. That is just what bothers me, when they come in and say, "This is a good foundation program of $600." I would suspect that a lot of people need a good deal more and some don't really have (inaudible).

COSAND And so then you, and then you come into the size of an institution and you bring a third variable into it.

FISHER So, is your association doing any studies as to how we can separate these things out reasonably well; obviously we can't do it exactly.

COSAND I think the Association is, I wouldn't say they are doing anything, per se to that point. I think the Association is concerned that the junior colleges have a well developed program, when a community serving that community and at a junior college not become overly academic--that is why I brought up a while ago the fact that these vocational programs aren't just for that community; they are for the State as well. And I think there could be a tendency, if we continue to emphasize the need for financing for the diverted student only, the guy who was eligible to go to the State college and went to the junior college, I think we tend to say, "Well, these are the people we should help; these academic people are the people we should help." I think this sort of thing happens too much, that you will

tend to cause your junior colleges to diminish this vocational two-year program because they will say, "Well, evidently it isn't as important. Maybe it doesn't have as much status."

FISHER Well, I don't want, I don't want to get into that argument.

COSAND But I don't know whether I (inaudible).

FISHER What maybe this suggests that the, that the different--I am arriving back at Mr. Bell's suggesting that the financing of the different programs. Though you may have a student in, taking courses in each of the programs, that your financing of the different programs ought to be looked at in a different light.

COSAND I think this is entirely possible, and that maybe it is the only answer. Let's take this one specific course, where people say that it is very expensive to maintain it. That is vocational nursing, which George Miller introduced into the Legislature some time ago. This is an expensive program in terms of instructional time; in terms of equipment it isn't expensive at all, because you don't have to have anything except a classroom. Now let's take a machin, a machinist's course, or let's take computers--that's newer. That is an extremely expensive course in terms of equipment. And so, again, you have these com, comparabilities which really aren't comparable. And I probably haven't answered your question.

FISHER Our, our poor chairman is about to...

STIERN I am going to have to, we can't give this full gamut of finance here with, and, deference to six other witnesses, I, I have to cut you off. I don't like to, but they have some interesting things to tell us, too.

FISHER I might say for those of you who have got something still bottled up on, on this subject, there will be more hearing in, on this general topic, at a little later date.

STIERN So if we can at this time, Dr. Mc, J. W. McDaniel, from San Bernardino Valley College will handle the subject "Guidance and Counseling Function." Dr. McDaniel, you just go ahead and identify yourself and

proceed with your paper.

J. W. McDANIEL, VICE PRESIDENT, SAN BERNARDINO VALLEY COLLEGE

Mr. Chairman, members of the committee. In the first place, I appreciate the opportunity of having a few minutes to present this function to you. I have been in this junior college work since 1947 and have been associated with this kind of work for much of the time, and I think the fact that it appears on your agenda here is good testimony that, that the point of consideration in the junior college that you people are seeking to consider every operation that we run. Now, a few remarks about the composition of my paper here. I, I am not sure it is all relavent for the fiscal character of the discussion that we have mostly had here for the last several hours. But I have taken this as my assignment to do a quick overview of what is the guidance and counseling function in the junior college. What services are included in this.

The purpose of the counsel, of the guidance and counseling function of public junior colleges is to assist California youth in making effective use of the educational and vocational opportunities that are provided. It is an enabling function, not a directing function. I would like to make another remark on that. We do not think of this, and we do operate it as a little office for a man--as somebody wrote recently--in a white coat tells the student what he is to do. And it is descriptive of the whole pattern of services performed by the whole institution--the teaching process, the informing, as well as the advising and counseling. The function is served by its organized systems of student personnel services.

Student personnel services in public junior colleges are necessary now I think even more than they have been in the past, because, and actually many of these points have been touched on--Senator Fisher was on several of these a few minutes ago:

> California is daring to provide opportunity for higher education for all of its qualified youth.

We have in California an organized system of higher education with designated emphases at different points.

We place high value on individual choice as one means of effective good distribution of students into our institutions, and within the institution into the programs that they take.

Effective choice is dependent upon knowledge of the options and accurate evalu, evaluation of the consequences of each of these options, and in each instance, this, of course, is an individual thing. The same opportunity does not exist for every person. His own resources come into question at this point.

The junior colleges, of course, are the "open door" colleges in California, designed to provide opportunity for all. With respect to my paper, now, I have two or three pages of these summary statements, and then you will find at the back some illustrative material. I think you gentlemen will find none of this new, this illustration of the functions of state college, University and junior college.

Junior colleges enroll students of all levels of ability and of every educational-vocational choice.

Now, I have made bold to put in here in the materials on page, exhibit "b"--I have to confess, this is for San Bernardino Valley College--a chart showing this particular point of the distribution of ability in the junior college. We face many times the question of, "Why don't you run the junior college exactly like you run a university?" And a part of our answer is, "Our students are not exactly the same as those in the University." A part of the evidence on that is this kind of material. I know that this is for our own school, but I have collected these data for thirty years on all kinds of schools and I find that there is more similarity than difference, in the various junior colleges in the State. And in looking at this, one notes that a junior college has a sizable number of people in the upper quarters of college ability even though their preponderance, their middle

fifty per cent, ranks--even though the general average in junior college is somewhat below that of senior colleges, I, I see no point in disputing that with anybody.

My exhibit "d", which is, or "b", from Fresno City College--and you have already dealth with some of these data. The proportions of students entering junior colleges who are qualified to go to the University and to the state colleges, and the figures that are down here--admissable to the University and state colleges - 17%; and to state colleges but not to U.C. - 35%; not admissable to either one - 48%. Our own figures in San Bernardino are lower than this for the number admissable to the University of California, lower than the figures they have here for Fresno City College. But the other figures are on this order. You note also that those who do not intend to transfer to a four-year college - 35%, and 65 who do, and our figures are directly comparable, almost precisely the same percentages as this.

My long list, which I won't read, exhibit "c" is merely an illustration that junior college students do fan out into all the kinds of occupations in which there is employment offered in California. I think this would illustrate also that their choices run heavily to those that are currently of high status value, and that one of the problems in this counseling and guidance function is the making of choices more realistic to opportunity and to capacities and interests within the individual make these data. These are the beginning choices of our entering students.

On page two in my paper, the variables that affect student choice are becoming more complex because of such movements as these:

FISHER Excuse me, Doctor. I, I wasn't clear on that. These are the beginning choices after graduation, or these are the beginning choices when they come in?

McDANIEL When they entered. The enter, the entering choices.

These variables are becoming more complex because of these sorts of

things. I just list them hastily:

The growth of knowledge and the rediscovery that knowledge is power, which, of course, is one of the much written phenomena in the last few years.

Value shifts arising from the mobility of cultures. This, as all of us know, is tremendous. I am sure all of us now know a Pakistanian camel driver quite well, and the old world knows Hollywood quite well, and value patterns are shifting faster than they have.

Just population growth itself.

Changes in college requirements.

Increasing college costs and increasing scholarship opportunities.

Again I comment that all these things present a veritable maze for the student, raising the question of what shall he do, what kind of occupation, and career, and what choice of education. These, as I have perceived it, necessitate continued and increasing attention giving assistance to students in making wise choices within the increasing number of variables, the increasing difficulty of prediction. We have a feeling, and we say to ourselves many times, that we are now educating people for jobs that do not yet exist, and jobs that we do not know exactly what they will be. We may predict the family in which they belong, some of the traits that will be involved in them, but not the old job title itself.

Now, California Junior Colleges provide a great variety of personnel services for their students. In one way or another--and differences in the way they do it appear to me to be desirable--most junior colleges provide the following services:

They inform on-coming students about opportunities in their college.

They help students make appropriate educational and vocational plans, and this, as I remarked, is a highly individualized thing.

They help students choose best levels in courses. Mr. Cosand has remarked on remedial courses, terminal, vocational, and transfer.

In nearly all of our colleges we operate various subjects as multiple levels. This is one of the biggest problems that we face with students.

They help students orient themselves to the college.

They help students perform at their best level in courses. We are doing this, and I remark here that this illustrates that this is a function performed by teachers and by counsellors, and by regulations. We all publish lists; we all give recognition of high scholarship; we develop incentives and then we talk with the student who is not living up to his expectancies and, and talk to, or, seek to help move him closer to his expectancies. This is what I refer to here.

They help students evaluate their own abilities, aptitudes, and interests.

They help students select and transfer to the next destination.

They help students resolve individual problems of housing, finances, and health.

They help students with personal problems.

They carry on research on student characteristics, and, of course, these data back here; and we have remarked in California again and again on our need for more and more detailed information about students.

They conduct continuous evaluation of their own practices and instruments, and

They conduct a student activity program.

And I remarked that I am identifying all of these things now as parts of the student personnel services in a junior college, leastly called here "counseling and guidance," and we would hope that, as the consideration of these services in junior college takes place that the totality of the services be identified.

Effective student personnel services require specialized personnel. Job titles and organization patterns vary widely, but the following dis-

tribution of duties is frequent--I, I think it is most frequent in California:

> The program counseling, scholarship counseling, and activity supervision is done by teacher-advisers--people who are either part, mostly teachers and partly advisers with varying ratios of assignment in this area.
>
> Vocational counseling, testing, job placement, health counseling, and personal counseling are done by people with greater amounts of time assigned to counseling--full or part-time counselors. In my own college we distinguish between advisers and counselors, and on the basis that the adviser is principally a teacher who helps plan the program of people who are interested in the same subject area that he is. Counselors, on the other hand, of course, are a specially trained group and increasingly are required to hold a Pupil Personnel credential in order to qualify for half or more time than this.
>
> Adman, administration, coordination, in-service training, research, public relations, as we have heard some references made from the two men in industry here this afternoon, other functions of this total operation of student personnel services.

Effective student personnel services require an adequate budget. Actual dollar costs are difficult to separate from other costs of college services, but a quality service will require approximately 20% of a college's operational budget.

This is very difficult for me to document. My exhibit "e" on the last page is an estimate of the services that would be required for a college of one thousand students, and I come there to the conclusion that the per capita cost would be $64.60. And this is a college running with the type of program in which the actual program advising is done by teachers and is not chargable within this. And from that I would judge that the per capita cost for this junior college of one thousand students,

if the program advising also were done by, were charged against this, would be around a hundred dollars. My twenty per cent comes from applying that to the 520 that Mr. Cosand mentioned here a while ago.

Now, some special concerns of the--that has been in there since 1927--California junior colleges must not let their enthusiasm for promoting academic excellence erode their genuine concern for each individual student. They must keep their doors open for all who can learn and all who will try. I, I could be pushed into modifying the "all" a little bit, by a percentage, but not a very large one.

Effective student personnel services in a junior college require the continuance of remedial, terminal-vocational, and general education courses. They require a comprehensive educational program, not just a lower division. My point here, it, it's obvious, is that counselors cannot operate alone. They are parts of the educational system in a junior college. They, their principal tools are the curriculum, the curricula that are offered within the college.

The "Guidance and Counseling" function in a junior college must be a total concern of all personnel in the college - teachers, counselors, administrators. It cannot be delegated to one group of specialists while the rest of the college concentrates on other things. It cannot become just a small cubby hole in which a counselor carries on all of these services, if these services are what we are meaning by the student personnel services.

STIERN Thank you. Senator Rodda, do you have questions? Senator Fisher?

FISHER Just one. In Section 2, sub-section 3, sub-sub-section 3 on page two, comment as to that. You aren't, value shifts, you aren't suggesting that my grandchild is going to want to be a camel driver, are you?

McDANIEL I am suggesting that that camel driver has, has a truck now, and the next thing he will want is a Cadillac, and that the values are shifting around very rapidly this way.

STIERN Mr. Yelvington, do you have any questions?

YELVINGTON No questions.

STIERN Thank you, Dr. McDaniel. We appreciate your testimony very much. And we'll call our next witness, Dr. Basil Peterson, President of Orange Coast Junior College, who will handle that section on vocational and technical curriculum.

FISHER Mr. Peterson, I understand you went through a hair-raising an election.

DR. BASIL PETERSON, PRESIDENT, ORANGE COAST JUNIOR COLLEGE

I think I won by two votes.

FISHER Two votes and three counts, wasn't it?

PETERSON Mr. Chairman and members of the committee. It is a real pleasure for me to be here today and to have the opportunity to represent the California Junior College Association, my own college, and as a member of the Junior College Association Committee on Finance and Legislation.

I am pleased also to have the opportunity to talk to you, I am pleased also to have the opportunity to talk to you about the, what I consider to be the most unique and important function of the junior college.

My name is Basil H. Peterson. I am the President of Orange Coast College at the present time.

Actually, there are six things I wolld like to mention in my presentation today, and it, in the interest of time, I am going to perhaps do just a little skipping here. I want to talk first about the importance of occupational education, a little about the different kinds of programs that are in this field, about pre-employment training, re-training through those displaced by automation, a comparison of junior college and state college vocational-technical programs, and then mention a few of the problems as I see them.

Now, my assignment is to describe the role of the junior college in the field of vocational-technical education. Although the several

functions of the junior college as enumerated here today are important to a sound program or pattern of junior college education, unless a college provides a good program of occupational education, it has no real basis for existing. Any junior college which operates merely the first two years of a four-year college program of instruction fails to fulfill its most important responsibility.

And I might say that we could just as well forget about community colleges, in my opinion, turn it all over to the State, let the State colleges and the University finance the whole thing, if we are not going to consider vocational-technical education as an important function, not only for the community, but for the state as a whole. It is just as important as the so-called post-transfer programs.

Occupational programs are designed ...

FISHER Excuse me. Excuse me just a minute, Dr. Peterson. Do I understand that you think it is as im, that it is equally important for the State as a whole on the vocational end as the other end?

PETERSON Yes, sir. I think it is equally important. And I will produce facts here to show you why.

FISHER And if you would, if you would suggest turning, if you only had the one, the first thing you mentioned in the junior colleges performed, you suggested that that the thing be turned over to the State as a whole. You say the other thing is, you, you say the other thing is in there. May I ask why the State shouldn't take over the whole thing?

PETERSON Because, I think it is important...

FISHER Is that step logical?

PETERSON ...that it maintain local autonomy in order to gear the program to the various regions where these institutions are located, and I think if they turned it over to the State, then the federal government would move in with a vocational-occupational program and take it out of our hands. And this, I think, is the fartherest thing that we would like to have

happen, any of us.

FISHER You don't the State ought to concern itself, though, with the other types of the programs as a State interest?

PETERSON Oh, yes. I think the State ought to be interested in the total program. What I am saying is ...

FISHER Do you think it ought to have any control over the other part of the program or do you think that it ought to have its hands off? I am just...

PETERSON I think it should have minimum basic standards.

FISHER In all types of programs?

PETERSON In all types, yes.

Occupational programs are designed to qualify students for employment in two years or less. It includes tech, training in technical fields, in business, and in applied arts. These programs are semi-professional in nature and designed to prepare one for initial employment. With experience on the job and just additional schooling, probably at night, one should be able to advance in his chosen occupation. And I think the testimony here of Mr. Peart and Mr. Carter today is indicative of this fact.

This is the type of post-high school education which most youngsters can profit to the greatest extent. We are aware that the majority of high school graduates do not possess theacademic competencies which qualify them to profit from the standard four-year college or university program. Yet these youngsters have other strengths or talents which enable them to gain much from two-year occupational education. These students may have mechanical, manipulative, clerical, artistic, executive, or other types of intelligence which are greatly needed in our society today.

For every professional engineer in industry today, we need five technicians and thirty skilled craftsmen to keep him busy. For every doctor of medicine, we need twenty or more nurses, laboratory technicians,

clerks, bookkeepers, secretaries and x-ray technicians. For every manager of a large business we need some sixty or more clerks, salesmen, accountants, data processing technicians, stenographers, and PBX operators--and if you want to look at the chart on the next page, it will give you some idea of what is involved in this. This is called a Spectrum of Occupations. Where did this come from? It has been taken from statistics given from the Department of the Bureau of Labor Statistics. And I think it pretty well shows the need in our society of people with different com, competencies, especially in the occupational areas.

The junior college not only provides the first two years of education for the three types of professional persons mentioned above, but it is uniquely qualified to train the great number of other types of semi-professional workers needed in our society. The success of the junior college in fulfilling its function in the field of occupational education determines to, a ma, in a major sense the extent to which we are able to conserve our human resources.

The junior college in fulfilling its role in the field of occupational education permits the State University and state colleges to be highly selective in their admission requirements and to offer the high calibre of academic instruction for which they are known throughout the world.

Now, just a word about kinds of programs, and this has been talked about by others.

There is virtually no limit to the kinds of programs which may be offered by junior colleges to provide a skilled working force.

These programs number 100 or more, including technicians of all types, nurses, stenographers, accountants, mechanics, tool makers, carpenters, cosmetologists, draftsmen, commercial artists, salesmen, farm foremen, cattle buyers, dairy operators, and the like.

One thing common to all of these programs is that they are occupationally centered. This concept, however, does not preclude the inclusion

in the instruction of these students of a program of basic or general education. In addition to obtaining skill and "know-how" for the job, each one should secure instruction in the art of communication, in personal health, in American heritage and ideals, and in the science of human behavior. Such general or liberal education is important to the success of all workers in our society.

Now, if you are interested in more facts regarding the enrollments in these fields, I have a page of tentative uses and practices in regard to those employed in the technical areas, rather in school in the technical areas and in the business areas.

What about pre-employment training? It would be ideal if all workers could be trained before going to work. However, this can never be achieved with the expansion of industry and with an exploding population.

During this period of an exploding population, the need for unskilled workers in our society is rapidly decreasing. Max Kossoris, Regional Director of the Bureau of Labor Statistics, at the recent Governor's Conference on Automation, made this statement: "...the number of unemployed skill, unskilled keeps going up and the number of the employed unskilled keeps going down. Our projections indicate that in spite of an increase in the labor force, there will be no increase in the number of jobs for unskilled workers between 1960 and 1970."

It therefore appears that the junior colleges face a tremendous responsibility in the decade ahead in training young men for employment. Whether or not these citizens of tomorrow are able to even get a job will depend upon the skill and "know-how" obtained from their educational experiences.

Now, what about retraining of those persons displaced by automation, and we have talked something about this here today too.

Mr. Kossoris also said that at least a million and a half jobs are being wiped out each year due to automation. He states: "...by 1970 we

will have wiped out approximately 15 to 20 million jobs as we go along. Add this to the 26 million youngsters who are being added to our labor force, and we come up with a total in excess of 40 million jobs - 40 million workers who have to be trained or retrained in order to fit the coming economic pattern."

The junior colleges of California are not only able to train youngsters for employment but they are also able and willing to retrain workers who have been displaced because of automation. Now Mr. Peart said that his company, a big company, does a lot of this on their own, but I submit that this job cannot be done by big companies or small companies when the problem becomes as enormous, as enormous as it is going to be in the next decade. Every junior college accepts its responsibility to provide instruction during the day and evening for those wishing to acquire new skills or a broadened vision. Lifelong learning is one of the accepted functions of the junior college.

Recognizing this responsibility, the California Junior College Association and the State Department of Education are in the process of formulating plans whereby the junior colleges might most effectively provide retraining opportunities under the recent Manpower Development and Retraining Act passed by the Federal Government.

Now next, just a bit about the comparison of junior college and state college vocational-technical programs. Reference has already been made to the Master Plan, in which they have defined the functions of the different institutions. And, and by the way, the way terminology, terminal education is not mentioned in here, but they say that one of the functions of the junior college is vocational-technical fields leading to employment. And in the state college statement, it says, among other things, that they will offer training in the professions and applied arts which require more than two years of collegiate education. Now this is what I am making a comparison on, the basis of the function of the vocational-technical work

in the junior college--and let's not get it confused with terminal education, because in my opinion there is no such thing as terminal education, and let's consider the applied arts work in the state college which requires two, more than two years to complete.

It would appear that from these definitions of function, the junior colleges offer two-year occupational education and the state colleges offer occupational education requiring more than two years to complete.

For many years, (since the "Strayer Report" in 1948 and restated in the "Restudy of the Needs of California in Higher Education" in 1953) the training of technicians has been the responsibility of the junior colleges. And there was nothing in the Master Plan that would change this statement. This type of person who possesses the skills and "know-how" between the professional engineer and the craftsman is the type of person the junior colleges can and are training in two years.

The instruction by state colleges in the "applied arts" which require more than two years, is, in reality, a type of instruction involving greater intensity, higher level of work, greater emphasis on general and less emphasis on specialized education.

In other words, the thing I am saying there, is, is this: the state college places more emphasis on what you might call the liberal education aspects and less emphasis on what you might call the vocational aspects of the...

FISHER You rec, you, you recommend that some of that be a concomitant of any kind of education?

PETERSON Yes. As a matter of fact, a concept of occupational education as a continuum is gaining in acceptance. A junior college graduate is finding it possible at the end of the two years to stop his formal full-time education and go to work or to continue for two additional years in his chosen occupational field in a state college and earn a Bachelor's degree. And I think this makes sense, because a lot of them

shouldn't go on, and some of them should be encouraged to go on, and they should be able to cash in on the first two years that they have put in in the junior college. For illustration--a student may complete the Associate in Arts degree in nursing and become an RN after two years in junior college, and go to work as a qualified nurse, or she may elect to continue for two additional years in a state college and earn the Bachelor's degree in nursing. This type of opportunity exists in other areas, such as business, agriculture and industrial education.

That which should be avoided, however, is the expansion of two-year occupational programs by state colleges into four years without there being an accompanying "higher level" of skill and competency, greater depth of instruction and a definite need for this type of person in the occupational market.

And I think there has been some of this, in our state colleges.

Now, briefly, what are some of the problems as I see them, and I can only just touch on these.

It seems to me that first you have a problem of promoting vocational and technical education in an era of expanding enrollments, that occupational education has been pointed out here today is more expensive than academic type of instruction. This is caused by the necessity of requiring more hours in the classroom, assigning fewer students per instructor and the purchasing of more costly equipment and facilities. In the coming years of expanding enrollments, junior colleges must guard rigorously against establishing a disproportionate amount of the less costly academic type of education. I say that because I believe that we are going to need as many or more people with the occupational skills and tech, and technical skills that I have outlined in the future than we have had in the past. And if we start going in the other direction because it is less expensive, we are not going to conserve our human resources.

The second problem is obtaining an adequate financial support. During the past several years, the assessed valuations of junior college districts have grown less repidly than have enrollments. This has resulted in decreasing the taxable wealth behind each college student. I am thinking of the taxable wealth on the local property basis. This reduction in ability to finance junior college education from local taxes will be accelerated in the future.

During the past five years, the proportion of State aid to junior colleges for current operation has decreased. This is contrary to the recommendations of the Master Plan. And this has already been said. And if you want the exact figures, the next page shows what has happened in the last five years for the thirty junior college districts that are independent junior college districts. It has gone from the 30.7% in 1956-57 to at the present time 26.3. These are based on the latest figures from the State Department of Education if they are correct. This does not include all of the junior colleges in California; it on, includes only those that are not attached to high schools or unified school districts. In other words, they are the independent junior college districts.

FISHER Do you think the figures are substantially different for the other junior colleges?

PETERSON I would think that they would probably be a little less, in proportion, although this is just a guess on my part.

FISHER And on the average do you think they give the same, the same general quality of education, or more or less than?

PETERSON Are you asking me do I think that the school attached to a unified district or a high school district gives quality junior college education?

FISHER I was asking about the other thirty, thirty-six junior colleges that are left out of that tabulation. (inaudible)

PETERSON Well, the only reason they are left out is because I couldn't get the data. I think they do as, a job which is comparable.

With the exception of two of the thirty junior college districts operating in the 1960-61, all levied a 35 cents or higher general purpose tax(this is the maximum that is allowed without, as you know, vote, a vote of approval). One of the two not levying the maximum had a tax rate of 34 cents. So, in reality, there is only one that is any where near below the level of the maximum, and that is Los Angeles. Five of the districts are operating on override taxes for general purposes. And you made reference to the fact that we had a tax election the other day on an override basis. We won by two votes. This is indicative that it is a difficult proposition to get the people in areas where the local tax is way overburdened at the present time to support voting more taxes for this type of thing. And I think this is going to be more and more a problem as we go along.

These facts reveal the critical problem of financing junior college education. And this, to me, is one of the reasons why additional state aid will be necessary if the junior colleges are to provide an adequate program of occupational education.

FISHER Let me ask, let me ask you, stop you here if I may. Would you recommend a substantial increase in the State aid? I gather, gather that to, holds from this...

PETERSON Yes.

FISHER ...in the, in the past few years. Would you recommend that even at the, at the expense of an increase of State taxes?

PETERSON Yes. However, I, I believe--you are asking my personal opinion--that the source of tax revenue should not come from the, the property tax. I think this is overburdened, and I think on a statewide basis it is possible to get the taxes from other sources and distribute this burden more evenly and on a fairer basis.

FISHER Such as?

PETERSON Such as sales tax, income tax.

FISHER You would recommend raising either or both of those if necessary to meet this, this added burden, that is you went to, just jumped from, to 45% - I think Dr. Cosand suggested that would mean 30 million dollars, or was it Mr. Bell, talking about going 30 million dollars more in due course in State (inaudible)

PETERSON I, I am properly convinced that the proportion of, of revenue that the junior colleges need to finance their program for current operation, that proportion that comes from the State must be increased if we are, then be able to do our job.

FISHER I am putting yourself in the position of the State Legislature of finding that money by voting new taxes, you, you said that you don't want, you think that the problem... I, I am inclined to agree with you that the, that the problem of raising more tax money from the property taxpayer is probably out of the question as a generalization. But the alternative which you are suggesting is that it come from the statewide taxpayer, and the alternative that you suggest requires at least if we are to, if we are to bring this thing back up into the parity where it was only five years ago would suggest a substantial raise in state taxes--either in income tax or sales tax. We are not talking in the, in a vacuum in this thing; we are talking about, about the money coming from someplace, and I am just wondering if you're, if your recommendation is that that is what could be done.

PETERSON I am not a tax expert, but if this is necessary, I would say "yes", and I think it would be the fairer and the least painful way of doing this. If you want my real personal opinion, the thing I think is that a, a person of the federal income tax should be diverted directly to the State and be used for education instead of being sent to Washington and then back here.

FISHER Well, I, I don't know we have got any more boots on that than you have.

PETERSON You asked my opinion, and this is what I think about it.

FISHER I am talking about what you are recommending to us, as State Legislators.

PETERSON I think that additional revenue must be provided. I am not in a position to tell you just how this should be done; I don't think I am qualified. But I think that the State has at its disposal ways and means of procuring the money necessary for this in a more equitable manner and a more palatable manner than we have on the local area.

FISHER Well, you just recommend that we do what we have to do, wherever we have to do it, without any specific recommendation?

PETERSON Well, I am saying that this is a problem that faces the State of California.

FISHER And you are a citizen of it, and you are appearing before a committee of the State Legislature, making a recommendation; and I am just asking you if this is the alternative, if you recommend that we take that alternative?

PETERSON Yes, if it is necessary to raise the taxes, I would say yes.

FISHER You think this is so, socially so significant that a, a trend, that we ought to seriously consider this if this is the only thing that we can do to raise the money for it?

PETERSON Yes, sir. I would, I would support this.

Number three - securing qualified teachers - I think this is a real problem that faces us. As the demands of industry and business for educated engineers, scientists, and specialists increase, the supply of teachers in vocational-technical fields becomes less adequate. This occurs because industry and business are able to pay higher salaries and thus able to attract the best personnel.

And closely related to this supply of teachers is that of effective teacher training. There is need, in my opinion, to change the existing requirements for credentialed instructors in occupational fields - requirements which will not be so extensive that potentially qualified teacher, or teachers, are discouraged from changing from industry to teaching as

a career. And I am afraid that the way the requirements are that this is happening.

Number four is this matter of gaining status. I am afraid that we are not going to really be able to give occupational-vocational-technical education its due position unless we can convince students, teachers on all levels, parents, counselors, and Legislators of the importance of this type of education.

Student hesitate to enroll in occupational fields because they conceive that this kind of education is inferior to the so-called "academic type".

Legislators have given a false status to the academic in making legal revisions of credential requirements. And my apologize, my apologies to you, Senator Fisher. I don't think, I don't think this was your intention.

FISHER You don't have to apologize to me.

PETERSON I don't think this was your intention. But I think this is a by-product of what has happened. Some Legislators and some of the people from the State are already saying that we should give less money for this kind of education, because, in their minds, they do not conceive it to be as important.

Some state colleges...

FISHER They, they will hear from us.

PETERSON Some state colleges tend to ignore credits earned by students in occupational fields in junior colleges. Yet the state colleges offer occupational major programs leading to a Bachelor's degree in these same fields. If we are to conserve our resources, both economic and human, it is essential that every effort be made to facilitate and encourage students with talent to continue their education in occupational areas. This means a more realistic evaluation of junior college occupational credits by the state colleges.

Some teachers tend to regard occupational education as 'watered

down" academic programs or as "upgraded" trade programs. Both concepts are erroneous. Vocational education and technical education is a different kind of education. It is designed for students of different types of talent. It is important in our way of life and essential to survival. This unique type of education is deserving of the utmost of all concerned.

And our last problem - adjusting to change - and this has also been mentioned.

FISHER I am sorry to have to keep interrupting, Mr. Peterson, but may I ask on, on this, what obviously is a question of some competition between the institutions on questions of status. Go back to the decision which we have made which might not easily be unmade, but do you think this might be lessened if we were to have a single institution of Higher Learning, or a single board running the entire thing?

PETERSON I think this is possible. However, I believe that under our Master Plan, which provides for the Coordinating Council on Higher Education, that we are going to solve some of the problems that have been particularly perplexing in the past. And, given time, these things will be taken care of. I am just pointing out that this can't be accomplished...

FISHER Well, I am just (inaudible) whether it might be better taken care of in this other direction.

PETERSON Well, this, I, I don't think I am qualified...

FISHER Would we hope, we, we hope that it can be taken care of as it is. You are sitting before three au, three of the authors of it, but I am not...

PETERSON I, I do have confidence that we will be able to solve this problem if we award due consideration...

FISHER ...alluded to here specifically?

PETERSON Yes.

FISHER All right.

PETERSON And I, as a matter of fact, I think some of them are being considered right now.

Number five - adjusting to change. The only constant in our world today is change itself. Rapid advances and changes are constantly in progress in business and industry. Jobs that exist today will not, will be obsolete next month. This means that junior colleges must organize programs of instruction in occupational fields which will permit changing jobs without difficulty within an occupational area. This will require the acceptance by junior colleges of the concept of training for a "family of occupations" rather than a specific occupation.

And I think this is one of the things that we are going to have to face up to.

Now, in conclusion, I have mentioned a few things on the positive side that I am not going to enumerate here. I think you can read them. However, I do feel this, in conclusion, that the State must recognize the importance of vocational-technical education if we are going to meet our problems in the decade ahead. It was mentioned here a while ago that we are not going to be able to finance the obligations of the State unless we can per, increase proportionally the productivity of the State. And I think the productivity of the State is going to depend a great deal upon the competence that we have in our technical-occupational labor force. And this again comes right back to the junior college. And this is an investment in people, and if you, and if you people who are in the Legislature don't look at it this way, I think we are being short-sighted and we are going to go down the hill in terms of doing the job that we face in the decade ahead.

It has been a real pleasure for me to have the chance to talk here today.

STIERN Thank you, Dr. Peterson. Senator Rodda, do you have any questions of Dr. Peterson? Do you have any further questions?

FISHER Well, I (inaudible)

STIERN All right. Mr. Yelvington? Thank you, Dr. Peterson.

FISHER I, I do have one, one question. Dr. Peterson, do you have any Smith-Hughes money coming into your junior college?

PETERSON We have no Smith-Hughes at the present time; we did at one time in agriculture, but no longer.

FISHER No, no agriculture much any more?

PETERSON Yes, we have a good program in agriculture. It has greater emphasis now in what we call agri-business. And surprising as it may seem, Orange County is still among the ten leading agricultural counties in terms of production of agriculture in the nation at the present time. And so we are still in this program and will be, I think, for a number of years. But the emphasis is changing, in terms of what can we do to train the man who goes into the agriculture business.

STIERN Thank you, Doctor. Now, because of the situation of timing, we are going to have to ask Dr. Henry Tyler, Executive Secretary of the California Junior College Association to come forward at this time and discuss junior college administration and retention standards. Dr. Tyler, will you introduce yourself and proceed.

HENRY T. TYLER, EXECUTIVE SECRETARY, CALIFORNIA JUNIOR COLLEGE ASSOCIATION

Thank you very much, Senator Stiern, for putting me on a little bit early. I do have travel arrangements that must be followed.

Senator Stiern and members of the Committee.

I appreciate the opportunity extended to me as Executive Secretary of the California Junior College Association to make a statement before your Committee. I am Henry T. Tyler

I am going to talk about practices of probation and retention in junior colleges. This is a matter in which our Association, together with the State Board of Education, has been concerned over a period of some years.

I should like today first, to review a series of studies that have been made over the past eight years concerning this subject; and second, to consider some of the philosophical aspects of the subject of junior college

admission and retention practices.

I think the implications of all of this for finance are, will become obvious as we go along.

Six studies have been made by four different persons or agencies concerning aspects of our subject. Dr. Peterson, whom you have just heard, President of Orange Coast College, made a statewide survey of selection and retention in 1954 and a comparable one in 1959. The late Dr. Hugh Price, Chief or the Bureau of Junior College Education, made studies in 1956 and 1960 concerning probation practices of junior colleges. Mr. John K. Wells, Administrative Assistant of the Los Angeles Junior College System, made a study in the fall of 1961 from junior college catalogs. Finally, the October Report, made to the Bureau of Junior College Education by all junior colleges in the fall of 1961, supplements the findings of Mr. Wells. And these findings have just been released this week, and I was able to get them through the courtesy of Dr. Toews, the present Chief of the Bureau of Junior College Education.

In 1954, the Peterson survey showed that 26 per cent of junior colleges had no specific standards regarding the conditions under which students were placed on probation. By 1959, all had adopted standards. During the interval a committee of our Association had studied the problem, and had made recommendations that were adopted by our Association. As a result, with cooperation of the State Department of Education, the State Board of Education adopted the standards now found in Title V of the California Administrative Code. These read as follows: "Section 131, (e) Standards of scholarship: The junior college must have standards of scholarship for the continuance in junior college and for graduation. Minimum standards will require that at the end of any semester a student who has failed to achieve a 1.50 grade point average (on a four-point scale) in units attempted shall be placed on probation.

"Any student on probation who in the next semester of attendance

fails to achieve a 1.50 grade point average in units attempted during that semester, is subject to dismissal." Also, Section 131 (i) should be noted: "Incoming transfers: Any student who is transferring from another collegiate institution and who has a grade point average below 1.50 in units attempted at the time of transfer shall, if admitted, be immediately placed on probation."

I think that last point should be noted particularly in connection with the matter that, that Mr. Cosand mentioned about the, the great many students attempt immediately upon high school graduation to go to the University or to a state college and sometimes are not fully prepared for that. This provides a, an alternative then for such students after they are dismissed from one of the other public segments to have another try at rehabilitating themselves.

The 1954 and 1956 studies showed that there was very wide variation among junior colleges in their practices regarding probation. The 1956 study showed about 10 per cent of the colleges still having no specific policy; the remainder varied widely. Twenty had regulations concerning the number of grade points below a C average which would be tolerated; sixteen by that time required a C average in order to avoid probation. The Wells study in 1961 showed seventeen junior colleges requiring at least the maintenance of a C average in order to avoid probation; the 1961 October Report to the State Department of Education shows nineteen requiring this level of performance for good standing.

This report from theBureau of Junior College Education includes a table that seems significant to include here:

I think you can look at the table without my trying to read it off, but may I comment on this one point.

STIERN Dr. Tyler, I wonder if you would, you would read it, because we are recording it. Would you, would you at least read it in part?

TYLER The table is titled "Grade Point Average at Which Junior College

Students are Placed on Probation or are Subject to Dismissal, Fall, 1961." Sixty-seven colleges, all of them in operation at that time, reported; and the grade point average is shown as less than 1, less than 1.5, and so on down to less than 2. Those placed on probation

YELVINGTON Pardon me, Dr. Tyler. Will you explain in terms of more familiar symbols what these points mean?

TYLER If you refer to the top of the page where the four-point grades are shown, less than 2 means less than a "C" average, actually. Less than 1 would be a "D" average; one point five would be half way between a "C" and a "D".

This table shows one college as allowing a student to drop clear to a "D" average before being placed on probation. That is an error in the table, and there should be a zero after the one at the top of that column, and the 1.75 should be changed to a 6. The point there is that this is a college with rather stiff standards, actually. If a student gets below a 1.75 grade point average he goes on probation, and if he does not get up immediately he is subject to dismissal. And they are stiffer than many of the others.

I think it's of note to interest, of interest to note that nineteen colleges now place on probation all students who are not achieving at least a "C" average, and fourteen of them are dismissing students who have below a "C" average, although the State requirement is only for a "C-" average--a 1.5--in either category.

The por, proportion of students placed on probation was found by Peterson in his 1959 study to be about eighteen per cent. Price, in his December 1960 study showed nineteen per cent in the fall of 1959--we are operating Peterson's study closely--and fourteen per cent in the spring of 1960. Peterson's 1959 study showed three per cent of the fall enrollees of 1958 being dismissed for low scholarship; the other studies have not given that detail. Price, in his 1960 study, gave some

significant figures concerning the volume of students on probation and the success of efforts made to help students get themselves off probation. Thus, in the spring semester, 1960, 17,134 students entered the semester on probation. Of these, 4,958--or twenty-eight per cent--managed to remove themselves from probation and to do successful work. On the other hand, 7,239--or forth-two per cent of these 17,134 students--were dismissed for low scholarship. It should be added that the Price study showed rather wide variations in the proportion of students in different junior colleges who were either placed on probation or who were dismissed for low scholarship. This, though at first sight it may seem strange, is probably normal and natural in view of the wide variety of communities and populations served by California's many junior colleges.

And I think that is a point we sometimes overlook when we look, when we are studying statewide figures. We should remember that every one of the sixty-nine junior colleges serves a different kind of population from that of any of the others.

One interesting finding from the October, 1961, State Department reports, is that although the state regulations require only a 1.50 grade point average for good standing, and forty-six of the junior colleges follow this, twenty-one are now holding to a higher level than this for dismissal--some, as I said, even dismissing students who fail to maintain a full "C" average. Similarly, twenty-seven require higher standing than the State does to avoid probation.

It may be concluded from these several studies that over the past eight years a great deal of stiffening of junior college scholarship standards has occurred. I believe it to be a true statement to say that there would be very rare instances anywhere in the State now in which a student was allowed to remain in a junior college after more than two semesters of probationary status. Indeed, there may be some reason for apprehension lest students be denied full opportunity to adjust themselves to college level

work and to demonstrate what types of collegiate courses their talents best lie.

I think we should remember some of the things that were pointed out in Dr. McDaniel's testimony, that the emphasis in junior college is based on counseling, and we try to avoid simply having a rule and chopping everybody off under the rule, but rather we try to follow the practice of studying each individual case.

This brings me to the second major point of this statement. The "open door" policy of California's public higher education is well known. The viewpoint is that all students should have an opportunity to attempt post high school education and that the junior college is the institution provided for this purpose. Every survey of higher education anywhere in the United States that I have seen has stressed the importance to the citizenry of such an open door policy, although the states vary considerably in how they implement the policy. It is believed that the State has an obligation to help each person to reach the level of his own potentialities as a responsible and self-supporting citizen who will be useful to the community. An immediate corollary of this principle places on the student the obligation to demonstrate his ability and willingness to take advantage of the opportunities offered him. If he does not or will not rise to this obligation, he should be subject to dismissal.

The nub of the problem appears to be how much time a person should be given in which to demonstrate or fail to demonstrate his ability to make use of the opportunities provided. If it were possible by a simple set of tests to determine without error the niche into which one should be fitted the problem would be simple. Unfortunately, human beings are more complex than this--or maybe I should say fortunately--and therefore time must be given for persons to prove themselves. Further, some more quickly accept reasonable goals for themselves than do others.

For such reasons as these, it does not seem possible to arrive at

dogmatic statements concerning the proportion of students in junior colleges who ought to be placed on probation at any one time, nor the proportion who ought to be dismissed. Rather the emphasis needs to be placed on a study of each person, as is done at present through counseling rather than through any purely arbitrary and automatic process. But lest the view be taken that the higher the dismissal rate the better the job, the better job the junior college is doing, it seems to me important that certain points be noted concerning what may happen to students who are too readily dismissed. There should be two o's in that too.

It is becoming increasingly clear that the hard core of our unemployment problem is to be found in persons whose education has not provided them with employable skills. Such people are likely to become public charges of one sort or another. If we compare the costs to the State of persons who become public charges with those who continue their education, the disparis, the disparity is astonishing. For example, the 1961 per capita cost in California of persons under the care of the Department of Corrections, which includes both the Adult Authority and the Youth Authority, was $1,962. Similarly, for the same year, those under the care of the Department of Mental Hygiene, which includes the state hospitals, cost the State per capita $2,676. My data are from Mr. Post's Analysis of the 1962-62 State Budget. Similarly, in 1960-61 the estimated per capita cost of a junior college student--now, notice I am talking here about the per capita cost, and this deals only with full time, regular students in junior colleges. It is not per ADA; it is per capita. The ratios there are hard to come by, and I wouldn't be sure that this figure is very accurate, but it is approximate. The per capita cost, then, of a full time regular day student in junior colleges would run $715, of which the State paid only about $214. We have been talking earlier today about ADA costs at around $550 or $600 and the State paying about $160. It thus cost about nine times as much to maintain a person for a year in the Department of Corrections as in a

junior college; and about twelve times as much to maintain him in the Department of Mental Hygiene.

I am aware that when comparisons such as this are made some people will ask if the junior college is merely a custodial institution. Such a question scarcely deserves an answer. The symbolism however that I should like to use here is that of "preventive maintenance." All of us are familiar with this because we fly a good deal and we rely fully on the airlines' practice of insuring before the plane goes into the air that it is completely airworthy. It seems to me that a similar practice should prevail with regard to human beings as nearly as we can realize it. In other words, before a young person is put out of school we should have made every reasonable effort to see to it that he is, so to speak, "airworthy."

A further point that should be noted is the enormous disparity in earning power during the lifetime of a person's work years between those having only a high school graduation and those having two or more years of college education. I believe that it has been shown that persons in the latter group earn, on the average, at least $180,000 more during their work years than do persons having only a high school graduation. The value of such added income to the State in offsetting costs for further education is obvious. And this is a point that I thought of earlier when some discussion was being held concerning whether the State could afford additional educational opportunities. Within the last ten days, I heard the Vice-Chancellor of one of the campuses of the University of California make this statement in a public (inaudible): he said that the University has found that those students who were eligible to go to the University as freshmen but who went instead to a junior college for two years and then transferred to the University do as well as, as well in upper division work at the University as do those who went as freshmen to the University. In fact, he said a little better. That the University has become convinced that the junior colleges are doing at least as good teaching in the lower

division as the University of California is doing--in fact, he thought, a little better than the University does--and that they are doing it at less cost. Now this was a statement directly from the Vice-Chancellor of one of the University campuses.

From all of this, then, I suggest that the following conclusions may be drawn:

1. Junior colleges should require that each student put forth his best efforts or be subject to dismissal. They should re, readmit dismissed students after an interval upon evidence that the student, earlier dismissed, is now ready to work realistically toward a feasible goal, that is, a goal feasible for him.

2. For a junior college merely to have a high dismissal rate does not solve the basic problems of scholarship standards.

3. The goal of junior college education, as well as of all education, is to assist every entering person to reach his full potential as a contributing member of society.

4. Junior colleges are now practicing policies of probation and dismissal at least as stringent as those required by present regulations, and--in the main--consistent with the first three of these conclusions.

5. Strong support by the State of all education, and particularly in this instance of junior college education, is the most economical way to achieve the above-stated goals.

I think that you might add that two important services of junior colleges are, as Mr. McDaniel stressed: 1. Helping to sort out students, or helping them to sort themselves out maybe, so that those who go on to upper division work are those who have proven their academic abilities; and second, to give alternative opportunities to students who have not proven academic excellence but who have other talents along the lines that Dr. Peterson was discussing.

It has been a privilege to be here, and I would be glad to try to answer

any questions you may have.

STIERN Senator Rodda, do you have any questions?

RODDA One. Dr. Tyler, do you, do you think that there ought to be any kind of admission requirements for the, of the junior colleges, say, in terms of ability, capabilities, or earning capabilities, or academic achievement even if the student has a diploma from a high school?

TYLER No, Senator Rodda, I do not. I know this is a point that can be argued; it seems to me, however, that the fact that people mature at various ages, that many students seem not to do well in high school, but later prove that they can do well, are arguments for keeping the completely open door policy. That is for admission. Now retention is another matter, and I believe that we do need to put the students on notice from the very day they enter that they must demonstrate their willingness or ability to work. I think that the practice which some junior colleges are now expreimenting with of placing on immediate probation students whose high school record is below some cut off point may be worth further examination. I am not ready to say that it is good or bad, but it is a intermediate step, let us say, and I think would bear further study.

STIERN Just one more. Senator Fisher?

FISHER I would like to follow that up one step further. On this open door policy, you say you don't think that they ought to be, there ought to be any bars to getting in because of the question of maybe late maturation and so forth. If you related that to the last year, or the last semester of high school, might this not be a better test rather than a three or four-year average. They're not, they, they're not going to change between June and September enough to make any, that kind of difference.

TYLER Well, the amazing thing, Senator Fisher, is that they seem to change a lot in many cases. I think every junior college administrator who is here, every instructor that, some from American River here today, would probably say that they are continually surprised at students who had not

done very good at all in high school and suddenly when they get into a college situation change.

FISHER But that's judgment on high school based mainly on their entire high school career rather than just what they, they were doing just before they knocked on you, your

TYLER No, I, I, I didn't mean it that way. I, I can agree with you that if you are going to use the high school record as an admission status, the last year would probably be better than the four-year. I would want to look at statistics before I was sure of that though. But what I was trying to suggest was that people in junior colleges who have known certain individuals who were high school seniors and who may not have been doing well, find that many of those times, many of those same people, when they get to be college freshmen, suddenly do a lot better. I don't know why, but this seems to be quite a common observation. I don't have statistics to give to you either. It is simply something one picks up quite frequently.

STIERN Any other questions? Mr. Yelvington.

YELVINGTON Dr. Tyler, how many colleges, junior colleges now practice the, or have the policy of admitting high school graduates with less than a "C" average, admitting them on the probation?

TYLER I don't have that figure. I don't, did you get that Mr. Toews?

YELVINGTON Do you know how much experience with that policy we now have? Has it been, has any college practiced it over several years' period of time?

TYLER My guess would be that it has come within the last two years. I doubt if anybody was doing it prior to that.

YELVINGTON Do you know whether or not it shortens the span of time in which a, a inevitable dismissal is in the college, or do they just stretch out the probationary period longer?

TYLER If under the law you place a person on immediate probation, that could mean that he is subject to dismissal after just one semester if he doesn't come up to a 1.5. Now, this, this doesn't mean that you have to dismiss him,

but he would be more apt to be dismissed. And I think some of the people in the counseling and guidance field are a little worried as to whether one semester is really a fair test, since so often a person a person comes in with an unrealistic goal, and if you are not able to convince him that it is unrealistic you may take the semester to find it out. Now, it can be argued that that is too much for the State to pay, and that you should just arbitrarily tell him his goal is unrealistic. The trouble is, you can't always be sure of that.

FISHER That is not dismissal; that's just subject to dismissal (inaudible).

TYLER Subject to dismissal. That's right. So I am saying that this policy of immediate probation may have merit. I just don't think we have enough experience yet to be sure.

YELVINGTON But you feel it is something to be watched.

STIERN Dr. Tyler, you mentioned that you believe the junior college should have an open door policy. Didn't you say that?

TYLER Yes.

STIERN Would you still feel this way about out-of-state students?

TYLER That's the prime recommendation, I believe, was that out-of-state students should be in the upper half of the, what was it, graduating class, or something of the sort. There should be a higher level of admission even for a junior college, if I remember my Master Plan correctly, and I may not at this point.

STIERN Does this seem fair to the people who have to support a community junior college, to just have an open door policy to a person from any state that may want to drift into that school?

TYLER Well, you are going to hear a report presently which I am afraid I will have to miss on this whole question of out-of-state students.

STIERN All right. Thank you very much, Doctor. We appreciate your testimony on...

TYLER I appreciate your putting me on.

STIERN We will move right along. Our next witness will be Dr. Emil Toews, Chief, Bureau of Junior College Education, State Department of Education. Dr. Toews. And his subject will be: "Comparison of High School and Junior College Industrial Educational Program."

DR. EMIL TOEWS, CHIEF, BUREAU OF JUNIOR COLLEGE EDUCATION, STATE DEPARTMENT OF EDUCATION

Senator Stiern and members of the committee. May I say how pleased I am to be invited to participate in this program, because Senator Fuller was deeply impressed with your interest in, endurance, I think, should think, by this time, of being so patient in trying to get information, and I feel that, that responsibility to do something here that is helpful. I think probably the assignment here, however, is more or less one of defining some terms, and I have interpreted my assignment that way.

STIERN May I say that there are probably parts of your paper that may have been touched upon already by, if you, if you have parts in here that are duplications to what maybe Dr. Peterson said, why, you just kind of look at your own paper as you go along.

TOEWS All right. Now, I am Emil Toews, Chief of the Bureau of Junior College Education in the State Department of Education. And since I have prepared this report and shall read it, I would welcome interruptions, questions at any time, because it won't bother the presentation here. I might say too that, that I think we have pretty well represented here the feeling in the State as to these definitions which I shall attempt to give. I have talked with this to Wesley Smith, the Director of Vocational Education and, and Ernest Klimer, the Chief of the Bureau of Industrial Education, and I think I can say safely that this would represent a common opinion here as to the material we're produ, we are presenting.

The question that was first put, before this particular title was given to this paper, was, what is the difference between industrial education in high school and junior college? I had this thought in mind lately to assign (sounds like) this title "A Comparison of Industrial Education in

the High Schools and the Junior Colleges of California."

You have expressed an interest in the distinction between the content and purpose of industrial education at the high school and junior college levels. We assume that there is some connection between this interest and certain provisions of the Master Plan for Higher Education in California, which was in part reflected in the Statutes of 1960, adding Chapter 4 to the Education Code of which Sections 22650 and 22651 read as follows:

I probably can skip that, can't I. I think you are familiar with that.

STIERN All right.

TOEWS Preparation for employment in vocational and technical fields is, therefore, a special function and objective of the public junior colleges in California. It seems reasonable to assume that the conjunction in the term "vocational and technical" gives rise to questions regarding the implied distinction between fields that are vocational and fields that are technical in nature.

In attempting to anticipate and to answer a number of questions, it may be helpful to discuss industrial education as a continuous program that begins in the junior high school and ends with the college or university. I was pleased to hear Mr. Peterson refer to this continuance. We have the same thing in mind here. It should be stated at the outset that such a continuous program, comparable to the so-called academic program, has been the hope and the ambition of educators associated with industrial education for many years, because it is obvious that a well-organized, continuous program of o, industrial education, beginning in the junior high school, would permit much more effective programs of vocational and technical education in the junior college without the necessary compromises that must now often be made with general or liberal arts education. That is a point I hope you catch there. I think when we are trying to arrange a good, strong technician program, we sometimes have to begin at a point which is not, which is so... elementary, that to get it inside

of two years, we have to do some juggling to get it within a two-year span, and I think many of our, some of our programs are extending possibly a little over two years, because of this simple factor, that students do not come with the preparation for industrial education in many instances. And so these need to be included in the curriculum.

The reali, realization of this ambition, however, has been difficult and slow for reasons that cannot be adequately, adequately discussed within the limits of this report, but they may be already known to you.

Junior High School. Industrial education in the junior high school is quite common, commonly referred to as "industrial arts." This term is used to describe that part of the industrial education program in which pupils are introduced to various types of manual activities in arts and crafts for the purpose of exploring their interests and aptitudes(this is a guidance function), acquainting them with industrial tools, processes and materials (general education functions), and providing opportunities to develop muscular dexterity, eye-hand coordination, an appreciation of form and design, a respect for the dignity of labor, and the personal satisfaction of creating things (matter of self-expression). This program is not intended to result in employable or saleable skills.

It should be pointed out that industrial arts programs and activities in the junior high school provide for an infective, effective infusion of general education, the main purpose of the junior high school. Mathematics, for example, in addition to the fundamental processes of addition, subtraction, multiplication, and division, may include problems in plane and analytical geometry, fractions and decimals, drafting symbols, linear and spherical measurements, liquid measurements, percentages, ratios, and even trigonometry! Please note the attached copy of Mathematics and Industrial Arts Education, published by the California State Department. I placed on your desk there the only full copy, copies I had. You may wish to take them home with you; you may just like to page through them and leave them

here. We don't want to burden you with them. But I think a quick review of those would interest you to show how this careful has demonstrated the amount of mathematics that is actually included in many of these industrial arts programs.

Other contributions of the industrial arts program to the general education of junior high school pupils consist of learning about the production of economic, economic goods, its processes, tools or machinery, and materials through discussions, field trips, and supplementary reading. In these elementary shop or laboratory courses, cooperative projects, safety instruction, and care and safe use of tools, shop management are designed to develop knowledge, attitudes, and habits essential to intelligent citizenship and effective personal development, especially as a consumer and a producer of economic goods and services.

And the Senior High School. In the senior high school the pupil continues the program of industrial arts education, with objectives, methods, and content of instruction are essentially the same as in the junior high school except that it provides opportunities for pupils who have had little or no previous experience in industrial arts and provides also opportunities for pupils to continue in more advanced or more comprehensive programs in this area of instruction. The use of power tools, more sophisticated projects in design and construction, more advanced problems in drawing, mathematics, and science are introduced, but the basic objectives of industrial arts education, as previously de, defined in connection with the junior high school, are pursued.

In addition, however, to the industrial arts activities, the senior high school provides limited opportunities for vocational education, the purpose of which is to develop knowledge and skills essential for employment. The term "pre-apprenticeship" training is sometimes used to describe the educational program which is designed to prepare a pupil for the selection of and the preparation for a program designed to produce skilled

artisans or craftsmen. It is important and necessary for the high school to provide such a program, particularly for the large number of pupils who do not continue their formal education beyond high school graduation or who drop out, drop out of high school before graduation. This number may be between 20 and 50 per cent of those entering the junior high school. This is a, a generalization, but I think it is something we want to keep in mind.

The vocational program in the senior high school, therefore, is essentially a pre-apprentice program for some pupils and an elementary vocational program for those who will continue in a junior college. It is difficult in our high schools to provide adequate shops, equipment, instructors, and the necessary time for this type of program. Adequate shops are relatively expensive; classes must be relatively small; and the school time available is limited. The result is that so-called industrial arts classes must be used in many, if not most, cases to provide the pre-apprentice or vocational training for the, for those pupils who need it.

The teacher, therefore, becomes the most important single

FISHER Excuse me. Let me interrupt there. I have been following the last three paragraphs fairly closely and I noticed you were not only specific but you (inaudible) "junior high school program" as saying this program is not intended to result in employable skills. I don't find out whether what you say about the junior high or senior high school is that you, it is not intended to result in employable skills or, or is intended only incidentally to result in employable skills, or do you mean that it is intended to result in employable skills except where there isn't sufficient time to do it.

TOEWS I think you are trying to weaken this problem in my paper. I meant to, to say that the fundamental purpose of the industrial education program in the high school is still industrial arts, just like it is in junior high school.

FISHER You're, you're answer is then that it is not intended to result in employable skills, though incidentally it may in some instances?

TOEWS Yes, and, and here is where probably some high school principals and others would take objection; there are some very good programs in high school, like in agriculture, and in some of the other areas too.

FISHER This is just a general State policy (inaudible).

TOEWS That is right. That is right. What I am trying to say here is only very general.

FISHER Should it be? Should it be?

TOEWS We think so, yes. In terms of this continuous program, that there is a sequence from the elementary to the more complex along the line. So your student comes to the junior college, for example, with some preparation for industrial education comparable to that which he must have in English and mathematics and other subjects in other areas. This is the point I was trying to, to make, but perhaps I have not made that...

FISHER I, I am just wondering if the emphasis shouldn't be to attempt to result in employable skills in as high a percentage as is possible. I am just asking if our emphasis isn't wrong.

TOEWS Oh, yes. (reply to first statement). Oh, no. This is right. As many as, it should be...

FISHER What is the emphasis in high school?

TOEWS You see this, the emphasis in high school as a general policy, I am trying to say, as part of this continuous program is industrial arts education, but students are beginning to drop out of school, so the high school is faced with the problem of preparing some students to leave school so that they must use the tools that they have to provide a vocational education program in a, in a setup that is designed for industrial, industrial arts education. They must find a way of providing some kind of vocational education for these students. So what they do, they double up on the periods, maybe, give them two periods instead of one;

or they may introduce some special classes in their total high school curriculum that are more advanced than the others. I think I am really trying to say both--that the policy is one but the facts of the case will show that both are being done in high school. And I think there is some effort right now in trying to increase these opportunities in high school for students who will not go beyond high school.

FISHER Let me just point to one, printing and graph, because I made my living as a country printer at one time. My impression was when I was in junior high school and in high school and my impression still is that most of what is done in that four or five-year period is, isn't what you get in, you don't learn any more in that entire period of however many hours, or however many semesters it may be, doesn't amount to what you get as an apprentice. Maybe two weeks at it that you get out of high school doesn't amount to what you get as an apprentice in the first two weeks as an apprentice, whether you have had any training or experience or not. The impression I got is, should all this time be taken? If a person wants to be a printer, and if he is getting oriented, as you point out, in junior high schools, (inaudible) in the employable skills, and I don't think you can get any employable skills at that point. But if that is what he wants to do, shouldn't he really have had a pretty good grounding by the time he gets out of high school if he had maintained any printing program at all? Why should that be put off until junior high, or junior college as it almost invariably is? You don't know the high school...

TOEWS I think, I think I understand what you are saying.

FISHER Why shouldn't there be an emphasis as high a production of employable skills in those things which they are endeavoring to, to teach as part of industrial arts?

TOEWS There should. That's right. In other words, I would say at every stage a student should be progressing just as far as he possibly could, and if in the case of printing or something else the school can make those

provisions to take him just as far as it possibly can. This, this is what I would say. I would be in complete agreement with that.

FISHER My, my only suspicion is that, I would check up with the IPU, but my honest suspicion is there isn't a high school in the State of California with a printing program that does any more than the first week or two of an apprenticeship program and it doesn't make a hill of beans whether he has had it or hasn't had it when he starts his six-year apprenticeship to learn his trade.

TOEWS That's right. This is probably true, and the fact, the reason for it is the, are the facts of the case. And I, here is a high school enrollment pursuing college preparator curriculum; there may be some...

FISHER I am talking, I am more interested in is that, is the student's time already being taken up in classes in that subject.

TOEWS Yes, I understand, I think, what you, you are saying. I think the, the time ...

STIERN I would like to interject, not to argue with Senator Fisher, but, by the same token the student who has had two years of auto shop has, I mean, he has mentioned several strides in that trade, in, towards making a useful skill and livelihood. Maybe not in printing, but definitely in auto shop. Isn't that correct?

TOEWS That is right. It depends on the occupation that we are talking about. Instead of your apprenticeship in printing, something different from a, no apprenticeship in the automotive trade in high school then they can train.

FISHER (inaudible)

TOEWS Well, I hope, I don't know if I have answered your question, Senator, or not. I think what I have tried to say is that we would have hoped that this is consecutive, continuous program but we realize the necessity in the high school of preparing students for occupations and the high school faces it the best way it can in terms of what it's got--in terms of shops

and available time, and you can imagine what a person would learn in one hour or in a fifty minute period if he takes ten minutes to put on his uniform and another ten minutes to clean up, that gives him about twenty minutes actual lab time. He is not going to learn much in five years. As you say, in two weeks he would probably on the job learn more, but I, I am thinking of a, of an ideal situation here. I am trying to define terms that apply to these various parts of this program. I hope I have made this point. I think there is another point here, where, I might come back to it.

In addition to the in, let's see. We were at the last paragraph, I believe. I will just read the last sentence. The result is that so-called industrial arts classes must be used in many, if not most, cases to provide the pre-apprentice or vocational training for those pupils who need it., in high school. And I will certainly admit and I am aware of the fact that some high schools are offering good vocational programs. This, I am talking about statewide averages.

The teacher, therefore, becomes the most important single factor in the junior and senior high school programs of industrial education. He must have a good, a broad background of training and experience to be able to meet the requirements of a good industrial arts program as distinguished from a vocational or technical program. It seems appropriate at this point to refer to the fact that there is a characteristic difference between the credentials and the required teacher training for industrial arts teachers and vocational teachers. The "Special Secondary Credential in Industrial Arts Education" requires a Bachelor of Arts degree or its equivalent and, among other things, a total of forty units, semester hours or its equivalent in, in, in at least five major fields--automobile, woodwork, drawing, electricity, radio, metal work, printing, graphic arts--supplemented by additional courses chosen from a list of fourteen more specifically, more specific but related to the subject fields.

The vo, the vocational credentials, on the other hand, as distinguished from industrial arts, do not require a Bachelor's degree or a prescribed cu, curriculum in technical training. They reuuire the equivalent of two years of college and a miiimum of three years of successful employment in industry at the journeyman's level. In most cases this amounts to seven years of practical experience. Nine years for the printer. So that required teacher training program consists of a minimum of twenty-eight units, none of which are in industrial technical courses. Proficiency in the trade or technical area is required and determined by an intensive "trade test," eight hours a day, a whole day's actual working on the job to value a person's technical skill.

Junior college. Junior college programs of industrial education are intensive, more intensive I should have said probably, in nature, specialized in subject area content and method designed to assure the achievement of minimum requirements in skills and knowledge for successful employment. There is a wide range in the rela, relative amounts of skills and knowledge reflected in the organized occupational programs offered in our junior colleges. One of the reasons for this is the fact that many entering students have had little or no previous experience in the area of industrial education. Another reason is that students represent a variety of genuine interests and, and capabilities. A third is that communities represent a wide variety of industrial occupations for which employees need to be trained.

The nature and variety of organized occupational curriculums in junior colleges is, is furthermore determined by the philosophy, the total enrollment, and the financial resources in the district maintaining the junior college. Local differences in philosophy in some cases are related to the question of what is not educational and what is or is not college level. Without going--There, there is no criticism implied there. I want to make a point. I think, I mean, I'm finding it much more difficult

than some other people, apparently, to define what a college level course is. I recall that after I had my Master's degree I went back to UCLA in a program leading to my post graduate work, took beginning courses in Swedish and in Spanish and in French. These courses are offered in high school, but it never occured to anyone to say that the University is offering high school courses. And what we are doing, we, I hear this sometimes, that courses that are essential to a, a well worked out curriculum in a junior college includes things sometimes that are improperly labeled as, as high school courses, when in fact they are post-high school. We are pleased to report, well, I missed a sentence here. Without going into details regarding these basic and determining questions, it should be reported that almost every junior college in the state adheres to the philosophic principle that it is the proper function of a junior college to cre, make a suitable educational program equally accessible to all persons of post-high school age. This we are pleased to report because we believe that most attempts to define "college level" reflect a preconceived image or notion of college or higher education without adequate consideration for the actual needs of persons who have completed high school programs or who are over eighteen years of age.

Junior colleges, then offer a variety of organized vocational curriculums ranging from welding or auto body repair to engineering or industrial technicians, registered nurses, scientific laboratory technicians. The distinction between vocational-trade and vocational-technical occupations, after thirty years of effort to make one, is still difficult. I think it was the American Association of Engineering Education, I remember the report distinctly in 1931, discovered that there were jobs in industry that were not engineering jobs--they were what we now call technician--and they tried at that time to make a definition of a technician and we are still working at it. Considerable progress has been made, however, and by many industries, and many industries are now accepting and defining positions classified as

technicians. Just recently the Regent man of the Federal Government issued bulletins particularly to the junior colleges, listing the kinds of technician jobs available in government service--a list of technician jobs. So this, this term is being used now and we are making progress. It is a rather broad area of industrial occupations requiring skills and knowledge different from the skilled craftsman on one hand and a professional engineer on the other. The most common criterion used to make these distinctions is the relative amount of mathematics and science required. With this criterion in mind, the co, comparisons between trade, technician, and engineering occupations may be presented graphically in the following diagram. And may I warn you this is only an attempt to, to graphically state something. You could pick it to pieces in a hurry, because occupations don't fit these nineteen patterns. But in a general way, there are the lower, the trades, skilled, semi-skilled levels with a greater emphasis on skills and leşs on related knowledge--math and science and so on--and gradually increasing in, in diverse proportions the, the amounts of math and science and the skills involved. That is all we tried to show here. It is impossible to indicate a clear line which distinguish, which distinguishes between the craftsman, the technician and the engineer. It would seem that all apprenticeable and similar occupations should be regarded as "trades" in this diagram; that those occupations requiring a thorough knowledge of algebra, trigonometry and science should be regarded as "technical"; and those requiring more advanced mathematics should be regarded as "engineering." The limited value of this concept becomes apparent when one considers such occupations as professional nursing, accounting, shipping and transportation, dental technician, or police training.

While these definitions and distinctions are difficult, we do not consider them as important or disturbing as the inclination in some instances to use these terms for the purpose of dignifying or popularizing

a course rather than describing it. A high school or junior college course in carpentry, for example, does not automatically become a technician course by simply changing its title to Building Construction Technology. And this causes more problem than actually to define what a technician is. The practice of doing so, however, causes us more difficulty in developing more concise distinctions than the actual but diverse character of a large variety of occupations ranging from relatively simple trades to highly complex engineering occupations.

Yes, I want to read this next paragraph. I am trying to skip, Senator, I am trying to, I would like to make here in this next paragraph, too.

Educators in other parts of the United States frequently are interested or concerned about the interpretation given to "less than college grade" in our California program of industrial education. This term was used in the original federal legislation in 1917, which provided federal funds for the development of skilled manpower. The term has long ago outlived its usefulness and hinders the changes and developments that need to be made. And I remind you that I am talking, expressing, I think, the views of other bureaus in our department as well as our own. We have in California interpreted this to mean "less than college degree" in substance, to designate those occupational programs that lead to immediate employment upon completion rather than to a college degree.

Could I add just another sentence here. I think this, this is these, this is another one of those terms that is leading to a lot of confusion. When this law was passed in 1917 there were ... the land grant colleges were given federal encouragement and support to provide this kind of education. Well, now in fifty years, things have changed a lot, but there are still people who are saying "Well, we want, we want just the way it was in, in, in 1907, when the, when the land grant colleges were offering occupational courses of the level which we are now offering in high school and junior colleges. So, this is a worn out expression. It bothers us more

than it helps us.

At this point it seems more important to remind you that we have limited our discussion to industrial education which is only a part of the total program of occupational or vocational education. There are similar programs in agriculture, business, and home economics that are just as important in the total program of a com, comprehensive high school or junior college. The principles and out, problems outlined in this report re, apply only to the entire program of vocational and occupational education. In each or all of these areas, we think it is essential to think of a continuous program ranging from the introductory or exploratory activities in the junior high school to the intensive and more specialized programs in a junior college.

Industrial and technical developments in recent years have made it increasingly difficult for high schools to maintain effective pre-employment vocational programs. This makes it even more important to maintain more adequate industrial arts and other elementary programs in our high schools so that more students can be provided with occupational training in the junior college at the level required in modern industry. As college and university entrance requirements are raised, the need for more adequate programs of industrial education will also rise. Much is said about the diversion of students to junior colleges. In our estimation, the need for the diversion of students to occupational programs will be greater both in numbers and in per cent. This will be true without even considering the tremendous task of training and retraining workers displaced or rendered inadequate by rapid economic and technolodi, technological changes. We would hope, therefore, that any educational planning and financial support for junior colleges will be based on the total program of the college.

I will skip the last paragraph. I have said that. I thank you very much. And I will answer any further questions.

STIERN Senator Rodda, do you have any questions? Senator Fisher?

FISHER I would like to take just twenty seconds. I actually picked up Melvin Belli's term, "more adequate." Is there inadequate, adequate, and more adequate?

UNIDENTIFIED This is quite better. More better.

STIERN Mr. Yelvington, do you have...

YELVINGTON No, no questions.

STIERN Dr. Toews, thank you very much for your paper. And we will move on to our next presentation by Don Vial, California Labor Federation. And the section he is taking up is"Labor's Interest in the Junior College Vocational-Technical Program."

Don, would you identify yourself?

DON VIAL, CALIFORNIA LABOR FEDERATION

For the record, my name is Don Vial. I am with the jan, the California Labor Federation, A. F. of L.-C. I. O. Now please don't let the weight of the material frighten you. I am trying to load the record.

The California Labor Federation is pleased of course to have this opportunity to testify, testify before the Senate Subcommittee on Higher Education on a subject matter of great interest not only to our membership but also to non-union members and to employers as well, all of whom have vital stakes in coming to grips with the staggering problems we face in the areas of job training, skill development in an automated age.

Our analysis of the overall problem was spelled out somewhat comprehensively in a 32-page statement submitted to the Assembly Interim Committee on Industrial Relations four months ago, which we are incorporating as part of this statement, and ask that it be made part of the record. Also attached for the record is the text of Secretary-Treasurer Thomas L. Pitts' labor keynote address delivered last Wednesday before the Apprenticeship Conference in Los Angeles. In addition to reviewing some of the major developments which have taken place sinde the submission of our

comprehensive statement to the Assembly Interim Committee--namely the passage of the federal Manpower Development and Training Act -- Pitts' keynote address on pages 13, 14-17 makes some specific references to the performance of our schools in providing background knowledge for the development of employable skills in the future.

Within this framework of the attached documents, we would summarize our views on the utilization of junior colleges for vocational-technical education as follows:

And there are five points. I think all of them are related.

1. In the development of junior colleges within the Master Plan for Higher Education, we urge careful attention to the needs of so-called terminal students who must be given the opportunity to acquire background knowledge and basic skills which will enable them to enter the job market reasonably prepared for further training and employment in vocational and technical occupations where present and future manpower shortages exist or will exist. We recognize, of course, the importance of junior colleges as academic institutions for those who plan to continue their upper division work in other institutions of higher learning. In an economy characterized by the rapid development of automated processes, however, it would be a tragedy if our junior colleges were not fully utilized to develop employable skills for the terminal student.

Secondly. The curriculum of junior colleges in the vocational and technical field should be carefully developed in consultation with labor and management and government agencies which have direct responsibilities in the job training and manpower development field. The changing complex of skill needs, the lack of adequate information on projected skill needs of the future in the various labor markets, and the necessity of developing a vocational and technical education curriculum which emphasizes solid subject matter and skills basic to further training in a given occupation, require that this kind of coordination be formalized at the

local level to assure a base of community support of junior colleges in the technical and vocational field.

Third. In our opinion, the junior colleges must avoid the temptation to train students in fragmented skills which are immediately employable at the expense of providing an educational base for the development of well-rounded craftsmen and technicians through on-the-job training. It is most urgent that we guard against over-emphasis of this kind of training in the implementation of the federal Manpower Development and Training act. There

FISHER (sounds like) Could you give us the data on that just a little bit?

VIAL Maybe if I finish this paragraph, then I will be in a better position to do it.

There may be short-term openings for the employment of fragmented skills, but the increasing need of our economy is for workers who are grounded in a cluster of skills which are basic to a particular craft so that as new production techniques are developed, the individual craftsman may keep his skills abreast with technology and thereby enhance his employ-ability on a year-round basis. It would be inefficient as well as short-sighted for junior colleges to undertake training for specific occupations which could be better handled through on-the-job training. Now I think this goes right to the point that you made about the couple of weeks' in apprenticeship training in printing sometimes will cover the whole field or do, will cover the amount of time that is spent in a long period in the schools. Now I think we have to look at this realistically in, in what is the most efficient way of meeting our skilled requirements. If on-the-job training is the best way of doing it and the least expensive way of doing it and if subsidies are required to get the job done, then we should put the subsidies where it is least expensive than rather putting it in the schools if it is a case of being, being able to provide this type of skill on, through on-the-job training. Now the point I, I make about the federal Manpower Development Act is that this bill emphasizes classroom instruction.

It has references to on-the-job training in it, but all the incentives--most of the incentives, I should say--are for classroom instruction. We are somewhat concerned by this provision in the Act, in the implementation of the law in California we would want to see first an analysis of skill needs in the labor market, some specific projections of the needs and the types of skills we would be needing in the future; then we will be in a position to decide where it will be best to train the individuals in these skills. Maybe it will be on-the-job; maybe it will be in the classroom, but we need a coordinated community planned approach to this. And we are not ready to submit that all training should go into the classroom.

ISHER I am convinced that most of, of good training in, is based on, on the job. It may be wrong in a sense, but that, that your skill really is developed on the job, not, not otherwise. That you have to have some of the basic ingredients. I think that is what you were trying to say.

IAL This is what I am trying to say. I think that it would be better to the extent possible once we have the information of the basic skills that we are going to be needing in the future--and we don't have this information--once we have this information it would be better for the schools to focus on the solid subject matter that is required first of all to prepare a person for these trades and then for maybe some of the fundamentals of the skills involved. But let's not try to prepare an individual to go right onto the job in the classroom. This may be--in most instances, I think--highly inefficient.

FISHER Isn't there, isn't there some considerable difficulty in kids seventeen or eighteen or nineteen years old getting into apprenticeship programs in many areas of the State that are open to him. He has gone to junior college and then attempted to get into it?

IAL Well, I am not particularly aware of this. There are limited opportunities in apprenticeship; they are not training, we don't have enough apprenticeships, apprentices in training at the present time to even to

take care of normal attrition, and this is a major problem. There is a need first of all to expand opportunities for entrance into apprenticeship; but, beyond that, whether there is discrimination against those who might have had some training in junior colleges, I am not aware of it.

FISHER You say in favor of.

VIAL In favor of it?

FISHER What sort of emphasis I am wondering labor generally makes to, to pick up the student at the earliest possible time, to begin to induce him into, into the trade and into on-the-job training, so to speak.

VIAL I think this will vary from craft to craft. I think generally they try to have their students prepare themselves for entrance into the apprenticeship programs from high schools if this is possible. Now, it might, it is, it is true that the skills required in some of the high school programs are more and more complicated and more and more background knowledge is required. So it, it is necessary--and I think I will touch upon this, to, some of it in the junior colleges.

RODDA While we are on this, may I ask you, have you any, on the basis of your experience, have you any thing in mind, any, I mean any specific occupations in mind which might illustrate this last sentence on page three?

VIAL Well, let me answer it, try to answer it this way. I couldn't give you a specific occupation. I could put it this way. We know that industry tends to employ craftsmen on a, (inaudible) in fragmented skills of that particular craft. We know that there is a tendency to fragment the skills in certain, in technology. This is true in a lot of your (inaudible) trades occupations. Now it is possible, I think, in the schools to do a fairly adequate job to train and individual in one of the fragmented skills of the particular craft.

FISHER Train him rather than become involved in ...

VIAL Yes. That's it. And he can go out and he can become employed, and he might even be able to become a journeyman, short-circuiting the

apprenticeship training program. Then this individual when a starter isn't needed or a trainer isn't needed, and he doesn't have the rounded skills, he is the first person to become unemployed. And this is the problem, and I think we must try to avoid at all costs this type training and the flooding of the market with partially trained individuals who are actually people, because of their fragmented skills, are the ones that are most likely to become unemployed as technolo, technology progresses.

ISHER And you are suggesting that it is the role of the junior colleges to provide, as you say,

IAL I am suggesting that the junior colleges--and I think I am going to go into this now--take it upon themselves to provide additional background knowledge, that's all the subject matter that may be necessary for a, even a journeyman to pick up additional skills. I think this is the, junior colleges should be used for this purpose. And I think that, my basic position is that the junior colleges should focus on solid subject matter and perhaps the basics providing exposure to certain skills, but it should not undertake preparing the individual for an, a particular occupation ,if the ultimate training and development of these basic skills can be done better through on-the-job training. I think that we are the only...

ISHER This whole matter of Legislative policy would determine that.

IAL That is right. I don't think that it can be done necessarily by a single sentence or a paragraph; I think that it has to be done through proper consultation with the interested groups and the professional educa, the educators involved in, in these programs. I think they understand the problem; I think they are very happy to sit down with labor and management and cooperate in working out these problems, so that the most efficient way of training ... (end of tape and the next didn't catch the rest of his remark.)

I don't know if I am answering your question. I, I think that I, I am

talking in general, generalities because we are faced with a particular situation now in this federal Manpower and Development Act, and the tendency is going to be to, to push training into the classroom instead of on-the-job training. Because incentives are to go into the classroom. For example, the retraining provisions of the 1961 amendment to the UI Code require that the person go into the classroom for training, not on the job. And this pushing a person into the classroom may be all right. I am not trying to say that it isn't. In many cases, I am certain, that better training can be provided through on-the-job training.

RODDA Now, it would be my understanding that the money would be spent by the school for the salary of the teacher, whereas if it, if it were education in the classroom, which you seem to be somewhat afraid of; whereas if it were on-the-job training then the money would be paid to the employer or the employee or both?

VIAL Well, as I read the federal law, there is a lot to be clarified at the moment. But it provides first of all for maintenance benefits to those who are selected for training up to a maximum of 52 weeks. It provides also for the development of programs, training programs in the classroom and it is possible for the, the classroom training facilities to be subsidized by the federal government. So that it is possible to push a training program in the classroom and load the classroom with expensive machinery, and this may be desirable; I am not saying that it isn't, but it may also be undesirable if that same kind of training can be provided more efficiently through on-the-job training. This is the point I am trying to make. And I think this is the problem we have to guard against in the development...

RODDA In, in the event that it is on-the-job training the money goes to the employer and to the employee?

VIAL Well, it's, it's not clear how it would go. It hasn't been worked out. For example, well, let me give you an, here's an example under the State UI

Training bill, a person is paid unemployment compensation while undergoing retraining in a classroom situation. We must wait for an individual to become unemployed and then we start to train him. Now we might now, we may know in a particular craft where we have a number of individuals who are trying them that are not skilled in all of the, all aspects of the craft who are going to become unemployed and whose infra, ability is limited by the fact that they have only fragmented skills. Why must we wait for people to become unemployed in order to help him acquire the skills that are needed to maintain your employability? Why can't we utilize some of this thinking to, to do the job before a disaster ...

ISHER I, I think you are just a little off track on that because there, there is no problem with that as long as he is employed. But (inaudible) I think that could come up, he can go back to the classroom free almost every place else in the State. Most any junior college or post-graduate work in some, some high schools.

IAL Well, what I am saying is

ISHER But the, the problem came up in that respect was what happened when a man was unemployed? Was he going to be cut off from his unemployment insurance if he went back into a school. Now, that, that's...

IAL Well, I, I, I didn't mean to say that, that it needs to be done through the UI Act. I am just saying that we, we are confronted with this problem when we extended UI benefit to cover retraining. Because, really, we should be trying to avoid this type of problem, and if we are going to have a program to cover maintenance benefits while a person is being retrained after he is unemployed, maybe we should also be thinking about keeping him employed by increasing his skills. This is all I am saying. I didn't mean to imply that we should do it under the UI program. I'm, I, then I would again go back to the federal law, and we think there is sufficiency here in the federal law in not providing as sufficient incentives for on-the-job training. My basic point here

is we should try to guard against loading the classrooms with, with types of training that could be better performed on-the-job.

RODDA Well, I think we ought to get along. I think we are, appreciate your point. I guess we shouldn't explore it any more. Time is running out on us.

VIAL Well, number four. It follows, of course, that junior colleges should play a significant role in providing related classroom instruction for on-the-job training programs. This extends not only to existing apprenticeship programs, but also to the area of journeymen retraining under legislation enacted by the 1961 session of the Legislature. The junior colleges should be available to part-time students who, as journeymen, lack background knowledge for picking up new skills demanded by changing technology.

And finally, we urge, that vocational and technical education in the junior colleges be geared to meeting the needs of qualified students with varying levels of achievement at the elementary and high school level. It is not uncommon today, for a variety of reasons, for students to complete high school without much of the basic knowledge pre-requisite to the entrance into apprenticeship programs and other on-the-job training programs. If these students have the ability, they should not be denied the opportunity to make up for their omissions of the past as terminal students in junior colleges. We are opposed to the establishment of admission standards which would more or less convert our junior colleges into preparatory academic institutions exclusively for upper division work in other institutions of higher learning.

I think these points are already on the...

FISHER And the standards for those who are going into such programs and, and none for those who are, who are training for a specific vocation for which...

VIAL Now I didn't mean to imply that. I said, I said those who have the ability to pick up ...

FISHER It is a standard, isn't it?

IAL It is a standard, yes. And I am suggesting a standard--it may be a measure of intelligence, and you know that many students go through high school and have very low grades and yet do outstanding work in colleges.

ISHER Welcome to the fraternity.

ODDA Do you have any more questions? Then, thank you, Don, and we will introduce the material (inaudible) testimony before the Assembly Committee in the record. Senator Stiern is back now, but I think he wanted to call on Mr. Post, I believe. Isn't that right, Walter?

OST Mr. Chairman and members of the Committee.

TIERN Alan, I am sorry. Can I interrupt you for just a moment. I want to announce that the night school classes start here in about 55 minutes at this college and--this is hard to believe--and so we are going to take Alan's testimony and then we are going to take testimony on Dr. Collyer, who has come a long way, and, if time permits, we will get into Bill Priest's testimony, but, if not, I, I would like to ask the Secretary to have his paper read into the record so that we can have it as part of this session. So Alan, you go ahead and start, and we will take it that way.

OST Mr. Chairman and members of the Committee. I will try and be brief. Dr. Tyler has already covered a good deal of the material that relates to this subject, which is "Junior College Admission and Retention Standards." The only thing is that we both looked at the same data and he comes up feeling happy about it and I look at it and come out feeling unhappy.

NIDENTIFIED You are afraid to do that, aren't you?

OST Like the difference between the psychotic and the neurotic. The psychotic thinks four and four is five; the neurotic knows four and four, knows, thinks two and two is five; the neurotic knows that two and two is four, but it bothers him. Not that Dr. Tyler is psychotic. Comparably I'm the neurotic.

Anyway, we reviewed here the data that had been presented pretty much

by him concerning admission standards and retention standards. We point out very briefly that in the screening process that goes on, there are two principle elements: first, the admission and retention standards and second, student counsel. Now, student counseling has been discussed here today, but I think that the admission and retention standards are most directly the concern of the Legislature.

As to the admission standards, the junior colleges are required by law to admit any high school graduate, and they may also admit any adult student judged by them to be qualified. In addition, if they determine to do so, they ad, may admit on a provisional basis any other person over eighteen years of age judged to be "capable of profiting from the instruction offered." Transfer students from another collegiate institution with a grade point average ...

FISHER Excuse me just a moment. Would you say that there ought to be qualification on any of the standards of admission? That last... Instead of saying that any other person may be admitted...

POST You mean that there should be no pro forma...

FISHER ...even the high school graduates or the person over twenty-one, that they ought to also meet that standard, that they...

POST Well, some of them meet a standard that is fit. I mean, if you have skipped certain grades, why you are

FISHER Presumably there are some that apply to the junior college that nobody in the junior college feel they have any, can possibly profit by it. I suppose that there are some people administering junior colleges who feel that and yet, under the law, they must admit them if they are a high school graduate. Shouldn't that be a qualification even there?

POST Well, common sense would say that it should. (inaudible)

Transfer students from another collegiate institution with a grade point average below 1.5 must also be admitted on a provisional basis.

Now, the Master Plan survey team found that 36 junior colleges admitted

all persons over the age of 18 apparently with no standards of aptitude or achievement. Eleven junior colleges admitted all transfers from other collegiate institutions also apparently without regard to aptitude or prior achievement. Although there may have been some, there may have been some change in these figures recently, it is evident that there is no significant pre-entrance screening at the junior colleges and that the entire screening process must take place between admission and graduation, which takes us then to the retention standards.

The Department of Education is responsible for establishing minimum standards for retention and dismissal for the junior colleges. Since 1959 the minimum grade point average which students must achieve to avoid being placed on probation is 1.5 on a 4 point scale.

At present, 39 of the 67 junior colleges employ this minimum standard, while7, 27 require a higher standard. (19 colleges require a 2. grade average). Students who remain on probation at the end of a second semester are "subject to dis-qualification." Now the meaning of this phrase varies widely from district to district; and in some it means immediate dismissal, and in others it, they may carry a student for two or more semesters. Although I believe Dr. Tyler said that at the present time he didn't think any of them were carrying them beyond two semesters. At 45 of the 67 colleges a probationary student may be dismissed with less than a 1.5 average, while 21 colleges require a higher average (14 of them require a 2. average).

Now, our comments on this very briefly are, that if the screening process is to continue to take place only after admission, it may be desirable to consider methods of tightening these retention standards. We believe it would be in the interest of the statewide junior college program to establish uniform dismissal policies to be followed by every district, particularly so as to end the practice whereby probation standards are rendered ineffectual by the failure of a college to dismiss

students who do not succeed in removing themselves from probationary status.

In addition, we think that attention should be given to the merits of establishing a more stringent standard for students enrolled in transfer programs. Because inasmuch as the state colleges require that the transfer students who are admitted on the basis of their junior college record have at least a 2. grade, 2 grade point average, for 60 course units and require a 2 average for graduation, it wouldn't to us appear unreasonable to set a similar standard for junior college students taking transfer work. In other words, the students who believe themselves qualified to go on to a senior institution would be required at the outset to demonstrate their ability to meet the higher standards of such institutions. A number of junior colleges with high percentages of their enrollment in transfer programs already base their probationary status on a 2 point, grade point average.

Beyond this, we believe that the "open door" policy itself should be subject to careful study. And in this we apaarently disagree with Dr. Tyler and others. It may be that this policy, which permits the admission of nearly any applicant and then requires an extensive weeding out process, not only places an undue enrollment and cost burden on the Junior colleges, but also reduces the quality of the program and misleads many students as to their real capacity to pursue higher education either in academic or occupational programs.

And may I say that this point of reducing the quality is, I think, significant. The Master Plan didn't propose the raising of admission requirements simply to shift the burden across from the State to the local districts; it did so on the basis that it would presumably increase the quality of the program and the effectiveness of the program in terms of those students who were qualified to be in the colleges and the University. And by the same token I don't think you can overlook the fact that if you permit in junior college classes of too many persons who are not qualified

to perform quality junior college performance, you simply downgrade the program to those students in the class who are eligible to qualify to do the work. And this is a serious problem. I have discussed it with many teachers; I have had the, had some teaching myself, and I know that where you have a, a significant segment, one or two students, but if you have a good number of students who are in there being weeded out, it simply takes a good deal of the time and the energy from the teacher, reduces the total quality of the program for all the better qualified students in the classroom. And I think, therefore, that you have to get some proper balance between how many of these late leaders you are going to permit to get into a class, and we hope that they will prove to blossom and how many of them may simply be dead flowers and pull down the quality of the program generally, so that...

FISHER Do you think that comment is fair both as to English literature as the seventeenth century and also the teaching of machine shop or dental technique, whatever the class may be if they are unqualified and clutter up the classroom?

POST A good deal of what is accomplished in a classroom is related to the effort and attitude of the student much as to his IQ. And I would therefore submit that a student who is in a vocational class and who doesn't have the attitude to want to succeed, but who is there because he wants to kill another year or two and attend some football games and hang around the campus is just as much a detriment to the progress of those students as if he is in a class in literature and is stupid.

FISHER Or he plays some football games.

POST Or plays football.

FISHER I suspect that, I suspect that it may be more of a, of a drain on the vocational class as it, than it is in the academic class, where he can sit in the corner of the room and get their "F" at the end of the course. I have got a few in my class and they don't bother me; sit there and dream.

That's their business. I am being a little more blunt than I should in that regard.

POST Well, I think this is a point that has to be weighed along with the philosophy that you ought to do the most that you can for all people in the democratic sense, that you can't overlook the fact that if you go too far in this direction, I think you really do reduce the quality of the student, of the program for those students who are, in terms of educational progress, most deserving. And that is really why they are there in the school.

RODDA May I ask a question?

STIERN Yes.

RODDA Have you given any, or, have you given any consideration to the possibility of establishing a, another track, you might say, in the junior college program? This would be academic but not, shall we say, University standard. And that students who had been accepted at the junior college by virtually "open door" philosophy but, but who were not qualified to take the academic program, the University-standard program, would be permitted to take this second track, which was academic, and if they could demonstrate in these courses capability of going on, then they would be allowed to transfer into the University track, or the University standard type program. And if they didn't prove this ability, they they would be allowed to transfer into the vocational or the technical arts or field. And I think we, we, we, we do have this problem that we have students admitted to the junior college who because of the value system of our society seek the academic type of program and are discouraged from entering into the vocational-technical arts type program, and yet they really don't have and can't demonstrate the the ability to succeed in the academic program but would be lost at a junior college if not admitted but who might be beneficially educated from their own point of view and from the point of view of society if they could after a period of experimentation--not in the University standard classes

out in, in a similar type aca, academic program they might be tested and then diverted on over into the program. Have you given that any consideration?

POST Well, not as such. We had assumed that a good deal of the, of this job had to be done through counseling. We frankly, recognizing that there is a real problem of choice there, and that where you have students who, who just don't definitely know how, which direction to go and whose qualifications aren't clear, well a good deal of that job just has to be done in the counseling process. And I don't know how many of these tracks you can set up. You have certainly got one track for remedial work in the junior college. I think I suggested this morning, I think it was in this paper, but, I think it was in the morning paper that we think more needs to be done in terms of remedial work in the high school in some of that fourth year adjustment because there is a real role to be done there of remedial work. But if that is done and he then go to the junior colleges and still has problems, there is some flexibility already as I understand it in counseling. He simply has to do a lot of the job by, beyond that. It seems to me that we have set up just about as many tracks as you could justify as fairly de, clearly defined differentials in a probe. And beyond that it has to be in this area of counseling of the student.

RODDA Well, that would meet the necessity to modification. I think of the general philosophy behind counseling which is that it is suggestive and not directive.

POST Well, I, I may be over my head on this, but that was my understanding of one of the things that it could accomplish.

STIERN Hugo.

FISHER I'm still not quite clear. You're, you're, you're last point on the paper was that lack of State standards in <u>any</u> kind of program of a junior college. Which kind are you talking about. Which, the late bloomer in which you have too many of the late bloomers or non-performers or whatever you want to call them does drag down the quality

of the instruction whether you are talking about vocational, trade-technical or transfer courses or remedial courses. In any of these situations too great an adhesion to the non-performers is in fact a downgrading of the program.

RODDA It just seems to me that it, that it woudl be at all levels. Now I haven't had direct experience in these vocational classes, but I have talked to teachers and I have done some teaching in the other, and I, it just seems to me reasonable that it would have more or less the same effect and that this was inherent in the decisions and recommendations of the Master Plan.

YELVINGTON Well, it just strikes me, Alan, that, that the somewhat inconsistentness, the transfer record of junior college students who go on to the University, those who do get through--those who do not drop out--appear to do as well in the University and in the state colleges in your junior and senior years as those students who, who started in the University.

POST That's only, that's only with respect to those who were qualified to go in the first instance unless there has been a complete reversal of the data, there was a clear-cut distinction between those who were qualified to go to the college or the University but instead elected for economic reasons or other reasons to go to a junior college. The data on those earlier was that they were highly successful in college or University after they transferred. The, those who were not qualified but who came to the junior college for remedial work had a much less favorable record in college and University. Now, this was the picture as it was presented two-three years ago, and unless there has been a complete reversal of that, that is an important...

YELVINGTON I, I am concerned as to what the difference is between the two categories, but even, even so under, under that same reasoning, those who were initially qualified couldn't have been affected too adversely by the weeding out process, and then some of those whom you would weed out

initially in your entrance standards did bring themselves up and did make satisfactory records in state colleges and the University.

FISHER I have seen that said a lot of places, and I think the, the simple answer to it is that the, that any college situation is a weeding out process itself, and a lot of those who appear initially qualified aren't qualified; otherwise there wouldn't be any weeding out. And so, I just don't think you, you're talking about the same universe at all; you can't possibly be talking about the same universe. (inaudible) comparable.

STIERN Any other questions of Mr. Post? If not, Mr. Post, thank you very much, second time around.

Now we come to our anchor man, Dr. Gilbert Collyer, President of Shasta College, certainly with an interesting subject, the problem of out-of-state student tuition fees. And in Dr. Collyer we have a man who has a college close to a State line and has problems that are peculiar particularly to, with out-of-state students. In this case, particularly with Oregon, I believe. And Dr. Collyer, a lot of people have been asking members of the Committee and the Committee about out-of-state tuition fees. I know in my own situation, we have had some out-of-nation students in our local community college and we look forward to your paper with interest. Identify yourself and proceed.

GILBERT A. COLLYER, PRESIDENT, SHASTA COLLEGE

I am Gilbert Collyer, President of Shasta College, and I am very happy to be here and testify before the Committee on this subject. I would like to make it clear first that as Vice President of the California Junior College Association and President-elect of this organization for the year 62-63 that I am testifying on this matter not officially for the Association, since the group has taken no position on any particular proposal in this field.

My statement will be rather general, and I shall certainly be happy, however, to answer any specific questions that you wish to ask about our

particular situation. But I have tried to look at this from the viewpoint of the State as a whole and the problems that seem to arise.

During the past few years, as the student population in California public junior colleges has increased, the matter of tuition charges for out-of-state students has become a matter of discussion. On two particular occasions it has been, become a matter of legislative study and action.

The first was Senate Bill 1092, passed in 1959, which provided that local school districts maintaining junior colleges may charge out-of-state tuition. Under this bill, if tuition was charged, it must be no less than the fee required of non-resident students of state colleges enrolled in a course of instruction prescribed for the first two years of a four-year curriculum, nor more than an amount computed in the manner prescribed for calculating reimbursement to junior colleges for students in attendance, who reside in a California county that is not a part of a district maintaining a junior college. (Capital outlay funds are to be omitted in the latter calculation.)

UNIDENTIFIED (inaudible)

COLLYER Yes. This bill produced considerable discussion of out-of-state student tuition, but no California junior college has, to the best of my knowledge, implemented these charges under the permissive legislation.

The second occasion was the study of this matter in the Master Plan of Higher Education survey, which the legislature authorized in the 1959 session. In the report entitled "A Master Plan for Higher Education in California," the long established principle that higher education should be tuition free to residents of the state was reaffirmed. It recommended further that residents of other states, except those exempt by law, pay tuition at the University and state colleges sufficient to cover not less than the state's contribution to the average teaching expense per student. It further recommended that teaching expense for the University and state college be recomputed periodically and the non-resident fee be set

accordingly. The report recommended that each institution retain monies collected from non-resident tuition. And in addition, the study report suggested that these policies be applied to the junior colleges as a matter of State policy, when applicable.

Historically, California has been a rapidly growing State, and many migrating newcomers are added daily to our communities and to our schools. This fact of rapid population growth, with constant immigration of persons of all ages, has undoubtedly affected our attitudes toward this problem. For example, many persons, both over and under 21 years of age, come to California with the idea of improving their employment and living conditions, and over a period of time become permanent residents. Many of them, in connection with their employment, attend day or evening classes in our metropolitan junior colleges. Some attend one or two classes to get started on college careers and eventually become full-time students. There has been a general tendency to treat these persons as permanent residents, although they would not meet most definitions of permanent residents.

In addition, since World War II, California has become popular for many foreign students. We do not have statistics to show the pro rata number of this group, in relation to other states, but we have reason to believe that it may be a high proportion, in a comparison with the other fifty, the other fifty, forty-nine states. While many community and school people feel that these stu, students bring valuable contributions to the campus, they do constitute a financial burden to some local districts. There is considerable feeling that these students should be regarded, at least partly, as a federal government responsibility.

And this is my own interjection here, is it not logical to assume that contributions by the federal government to assist in the cost of educating foreign students would constitute a worthwhile type of foreign aid?

A California Junior College Association committee, which studied the

matter of out-of-state student tuition in 1960, recommended that the permissive legislation, implemented in 1959, be continued. It indicated, however, three important factors to be considered if mandatory fees were passed; that's if a law were passed imposing mandatory fees:

First. A definition of residence for junior college attendance purposes should be written into the Education Code.

Second. Authority should be granted to the State Board of Education to determine the amount of non-resident tuition to be charged, and

Third. Other provisions for administration of the law should be determined by the State Board of Education.

In regard to #2 above, it is my opinion--I wish to emphasize this, at this point, this paragraph here is, is purely my own opinion--that a formula could be determined, which would relate to teaching expense in the same manner as recommended by the Master Plan Survey Team. You recall that we referred to it, previous page for the state college and University. At present the non-resident fee charged at the University if $500.00 per year--now actually, I read in the paper last night that it has been changed; I am not sure just, the figure is not clear. It is either $525.00 or $550.00. It was changed by the regents--and, by the state college, $360.00 per year, which, of course, is recen, recent in that one. It would seem that since the junior college represents the "open door" policy and a broad curriculum, for students of diverse needs within a democratic tripartite system, that a lesser fee might be appropriate. A lower teaching cost per unit may also justify a lower fee. This is pure conjecture. Possibly this fee should be from $250.00 to $275.00, or roughly 50% of the per unit of ADA cost in California public junior colleges.

Recently, an infor--this, of course, would be subject to periodic reevaluation actually in the same sense that the others would--recently an informal survey of junior college administrators indicated several opinions which seem to merit consideration in any discussion of this problem.

This was a survey made by one of the Committees of the Association as recently as about a month ago, and I have picked out a few points here that, that came out in the questionnaire in reference to this.

Part-time students in our junior colleges are generally employed persons, and in many cases apprentices in various trades. These students attend junior colleges to obtain related training, averaging four to six hours per week. It is suggested that if compulsory non-resident tuition for out-of-state students is adopted, students enrolled for less than 10 hours a week might be exempt from paying the fee. Now, I am pulling some of the things out of the questionnaire study.

2. A high proportion of these out-of-state students remain to become California citizens. Out-of-state persons coming to California to attend junior colleges will probably become superior citizens to the average out-of-state migrant. Thus, the State of California should gain social and economic benefits from the no-tuition policy. This was another point in one of the questionnaires.

Foreign students, in general, represent a good influence in the student body. A compulsory fee that was too high would probably eliminate most of these students.

Excuse me. As to points two and three, these exact same points could be made as to the, the University and the state colleges.

I think they probably could be.

Informal surveys of California junior college administrators show divided opinions in regard to the advisability of out-of-state tuition fees. Approximately one half of those contacted seem to favor the present legislation of permissive type, but, I will call to your attention again, no, to date no local district has initiated the fee. Varying reasons have been given for this. One major reason listed has been questions raised concerning residence definitions. There has been some feeling that additional revenue might not represent much gain in revenue, due to

increased clerical and recording costs, plus the need for some additional legal assistance. The state colleges and the University of California have found it necessary to have regular legal counsel available at registration time to interpret regulations, in respect to residence. There is also a viewpoint clearly opposed to a fee, on the basis it may gradually weaken the free tuition basis in California junior colleges.

FISHER As to that, you have available the county counsel's office (?).

COLLYER Yes. Right. Many of the people had the reaction that this might not be sufficient, although there is certainly nothing to prevent the, any junior college calling on as much, for as much legal assistance as they need in the county counsel. Now there may be some objections coming from those offices. This viewpoint is that the junior college, "as the open door and democratic segment of higher education", should be free to residents of the State, and that the establishment of any fee structure might weaken this position.

I am simply quoting from this.

FISHER Did they mean to imply that state colleges and the University are not a democratic segment of higher education?

COLLYER I don't know, Senator, whether they imply that or not.

FISHER I have a chip on the shoulder about the statement, I think. Go ahead.

COLLYER I think, however, that the point that it is the "open door" part of the system, which (inaudible) today, may be one of the things they have in mind here. It is the more open institution to work with.

There does seem to be an increasing feeling that if out-of-state tuition is charged, it should be on a compulsory basis for all junior colleges. There is also a feeling that foreign students might either be exempt, be reimbursed by the federalgovernment or perhaps have a different fee structure.

And in this category it is noteworthy that in recent legislation, I believe Senate Bill #6 of this recent session, increasing the non-resident

tuition from $255.00 to $360.00 per year for state colleges--that should be written in there--that foreign students were exempt from the increase.

Now in summary, it would appear, there would appear to be several important aspects to consider in regard to out-of-state student tuition:

First. The question of whether charging the fee should be permissive or mandatory for local districts. It is rather clear, after three years of the permissive law, that local schools are not inclined to establish the charges. Some local districts seem to feel that some out-of-state and foreign students are a distinct, that should be distinct, asset to their college, and that a fee may discourage this enrollment. I think this is more true in reference to foreign students than the others. Some of those colleges which have considered establishing tuition under the permissive legislation, indicate that their study shows that out-of-state students would simply shift their attendance to a school that did not make the charge. And we made such a study ourselves, which did indicate this, at least in their statement of intentions.

Second. Definitions of residence, for purposes of attending a junior college and the cost to local school districts of determining the residence of students. State colleges have operated under a definition of residence as follows: Non-resident student means any person who has not been a bona fide resident of the State for more than one year immediately preceding the opening day of a semester during which he proposes to attend the state college. Now this is the very brief statement on this, and there is considerable, there has been considerable change in Senate Bill 428 that has added to working out the, some of the specific items on this.

In the permissive law of 1959 residence for junior college students was defined as being the same as is defined by the Education Code for state college students with one exception. This exception was that a person whose parent or guardian is living in the State at the time of

the person's registration at the junior college shall not be deemed a non-resident student.

Various changes in residence requirements in Senate Bill 428, in the 1961 legislature, modify residence definitions--a more or less write-in to a law, the, some of the things from the government Code, and there are two or three though significant changes.

It would appear advisable to study existing definitions of residence carefully so as to see the restrictive effects of non-resident tuition on the vocational education opportunities of newcomers to the communities of the State. I think this is one point that should be emphasized in reference to establishment of any residence requirements in the law.

STIERN This is one thing, this, this exception was that a person whose parent was living in the State at the time of the person's registration at a junior college shall not be deemed a non-resident student. Is this regardless of age? Or is this talking about a minor?

COLLYER This is a minor. Of course they, they would, if they were over 21 they would establish their residence after one year from the time. In other words, at 22, any person would be a...

FISHER It must mean something else, because the residence of a, a minor is the residence of his parents as the matter of law, unless he has been emancipatedin a trial.

YELVINGTON Senator, the Senate Bill 428 which was authored by Senator Rodda modified the Education Code considerably in that regard, because of, of a number of histories of cases where we had actually people that were born in California, never left the State, and yet by the definition of the previously existing law were not residents of the State and therefore were not eligible for resident tuition at the University.

COLLYER I would refer to this, this 428 has modified this in several respects, but previously, and the general definition of residence you had, why this person who was under 21 was not eligible if his, even if his parents had

come with him, he would have to be, it had, it would have had to have been a year resident in California.

Number three. Since local districts operating junior colleges at present bear approximately 75% of the current expenditures cost of education, the effects of any legislation on current financing should be studied carefully.

In consideration of the possible application of the permissive legislation, this is the permissive legislation, it was found that there would be effects on the State equalization aid received by the school district. It was also found there would be confusion in the application of residence rules on students livingin out-of-district territory. No mandatory legislation should be enacted until the implications on local and State financing are explored carefully.

And fourth. The effects of such legislation on special groups, such as foreign students, part-time students, apprentices enrolled in related training and possply, possibly others, should be studied carefully.

It is my present conclusion that while some junior colleges may establish charges under the permissive legislation, that it is unlikely that this number will be very large. Some type of mandatory legislation certainly has merit, logic and merit behind it. It would probably not produce a great deal of revenue, but it would remedy an existing inequity. Considerable study should precede any enactment and it would be hoped that by definitions of residence, by exemptions and other possible means, that the peculiar circumstances surrounding certain groups or areas of the community would be protected so as not to disrupt valuable educational programs.

Mr. Collyer, let me ask you what you would think of a, the merit in a major, requiring that the junior college student, out-of-state, non-resident, pay a fee to the State which would be put in the apportionment for junior colleges as a statewide po, or apportionment, in

the regular foundation program. This would not interfere with either the (inaudible).

COLLYER Well, I am not sure, just offhand, how that would work out. If it happened, do you mean it would not be collected then by the local institution?

FISHER No, it would be paid, paid to the State and in effect do just what your 1848 did to your out-of-district students.

COLLYER Who, who would determine the residence of this student?

FISHER It would be a matter of law to determine the residence of the out-of, out-of-district students.

YELVINGTON May I interject a comment. The residency laws were reworked at the 61 session and the process took several months in consultation with the leadership of all segments of higher education, and there is one interesting aspect to this though. And that is that if junior colleges were to be compelled to charge non-resident tuition, it would be a, only a relief to the local taxpayers where under the Constitution the State would still be liable for paying its share, its basic aid to the junior (end of tape). Senator Fisher has suggested that the State collect the money and then parcel it out. Otherwise, there is no mention whatsoever to the State.

COLLYER The parcel, once again we come back to your total financing plan and in the case of the state college and the University I believe that the State pays a certain amount for these students on the basis of their units, that is, they are supposed to have equivalent, and will, and also keeps the $360 and the $500 that they collect from the non-resident student. I don't, I don't know that it would make any particular difference on this except that I, I point that out that on those two levels of education. But this money is being kept at the source where the student is being educated.

FISHER But I am suggesting something entirely different to repeal this. You just go ahead and get your foundation program and whatever else you put into it, whatever the foundation program is per student, wherever he comes

from. But the State itself charged those who come from out-of-state, and add it to the part of the State's school fund that goes to junior colleges.

COLLYER Well, I, I think there might be, there might be a possibility of this. This would, this would require some study. It, you would apportion it, would you apportion it on the basis of the, where these people are educated or would you just apportion it through the general method, the present method...

FISHER You are already getting apportionment where they are being educated. We assume that it costs no more to educate them than anybody else, student.

COLLYER Yes...

FISHER This would be a special apportionment just for them. (inaudible) By working it...

COLLYER It would put no, it would put no greater cost of determining residence on the local institution. Then this would sound like it would be justifiable.

FISHER If you increase the cost at the local level, however, in order to collect this, then the local level is justified in retaining some of it.

FISHER I imagine if you put the cost on the local district to make the collection I suppose (?) necessarily reimburse them for that. I am just talking about the net collection.

COLLYER There is, I mean, there is considerable question. We have, we haven't been able to find out in the work that has been done to date at least what the cost of this collection might be. Some have said that it represents the, may represent a considerable cost, depending of course on this legal counsel, et cetera. I don't think we have any statistics to carry this out.

YELVINGTON There, there has really been no concern at the capitol of whether we nail the junior colleges to the, to determine their out-of-state population.

COLLYER This is another matter. We really have no accurate statistics on this.

YELVINGTON Since the, since the residency laws in, are, are, have been redefined and apparently have met the agreement on the three segments of higher education and inasmuch as college students are rather accustomed to filling out forms at registration time, wouldn't it be a simple matter to add one more form where the, where the, the salient parts of the applicable law are quoted in a, signed under the penalty of perjury that they are resident?

COLLYER Well, this is just like adding one more thing and saying it doesn't cost anything because we are doing something already. This is a possibility, but I don't think you could say that it wouldn't represent something for the local...I might just add in reference to our own situation that it is true that our, our early interest in this was predicated on a considerable number of Oregon students that were coming into our area. Now this has tended to decrease over the past two to three years as Oregon is beginning to establish more facilities as higher education. So the problem is not the problem to us that it was in about 1958, well, the real rush was coming in '57-'58, along in there.

STIERN We also have some California students go to school in their institutions, too, probably, as a counter (inaudible).

COLLYER Of course, you see there, that was, that was a point. There were no real comparable institution in Oregon in junior colleges at that time where our students could enroll. And when they did enroll in the University of Oregon, Oregon State they were paying non-resident tuition.

STIERN You have questions, Senator?

RODDA Well, I have checked this, with the Attorney General's office on this new residency legislation and from what I can understand they are not having any difficulty in, in determining and applying. That may not be the kind of a problem now that you...

COLLYER I think, I think that this law, from what I have gone over it, Senator

Rodda, does clarify several of the issues that we discussed. This committee that I refer to of the Association ran in, in '59-'60 and on through in '60, I think the law was passed, of course, in the '61 session, and we had several conferences which included representatives of the Attorney General's office to try to help us answer some of these questions. And I think, in fact I know that the man who, one of the men who worked with us worked in the development of some of the things in this law. And I think some of those matters have been answered now. I would certainly agree with you.

RODDA I'd like to ask a question. I am trying to remember, I remember, I think it was Senator Beard that carried that legislation in '59, was it not, permitting, making it permissive...

COLLYER The permissive legislation? Senator Dill, Dillworth introduced the...

RODDA Was it Dillworth?

COLLYER Yes.

RODDA Well, I am trying to recall the testimony before the Committee, and it would seem to me, wasn't it, didn't it authorize the local school districts to contract with, with the school districts of the other state?

COLLYER Yes. It also authorized...

RODDA So it wasn't the individual students who were paying; it was the district. Is that right?

COLLYER No. There was the alternative.

RODDA Or both?

COLLYER It was the alternative. The bill reads that first; this is the first thing it sets up, is that the school district may contract with the district in the other state. This is, of course, it might be effective all right in some situations right along the border, but it would not be very effective when they are coming from a considerable distance. And then it goes on to say "or." And the other is the charge that we really considered.

RODDA That, that would be a fee on the student?

COLLYER Yes.

RODDA I might, to clarify, helping your memory, but I might point out that we did pass a resolution which, you remember, was Senator Grunsky's which called for a study of or at least called on Congress to study the possibility of making a contribution to tuition costs of foreign students attending the University and state colleges.

YELVINGTON That is correct. Senator Grunsky introduced the amendment SB 6, which exempted the foreign students from the increased tuition and then subsequently a, introduced SJR 3, which asked Congress to include this in their foreign aid program.

COLLYER My feeling is this is a very important point, and it should be pursued. As I say, when those statistics as to the (inaudible) rate of foreign students here in California (inaudible) by the State, but it is a large number and it seems to me that there is a very good case for the federal responsibility in this, this area.

STIERN Senator Fisher has a question of Dr. Priest. He wants to know if that bell is the beginning of extended day school or if that is the starting of night school.

Well, Dr. Collyer, we appreciate your testimony very much, too. Thank you so much.

Dr. Priest, have we time for you to read this in, or would you rather have this entered in?

(Dr. Priest's reply inaudible.)

Would you come up and have a chair? I think, this is our host, Committee, and Dr. Priest is a very patient man and, and a gracious host, and he has a short paper here and I think he might like to read it in if we have time. It's two pages. Would you do that? Have we got time?

DR. WILLIAM J. PRIEST, PRESIDENT, AMERICAN RIVER JUNIOR COLLEGE

Very well. I have time if you have, and it won't be any harder three

weeks from now.

My name is Bill Priest. I am President and District Superintendent of American River Junior College. Today it is my privilege to present to you a short report on two of the primary functions of the public junior college in California. These functions are (1) the transfer function and (2) the remedial function.

Because I believe you are, are already pretty well informed on the transfer function, I shall treat this portion rather hastily and hope I can respond to questions involving depth and detail which you may care to pose after my comments. The so-called transfer program is that portion of the total junior college offering which provides the freshman and sophomore years of a program leading to a Bachelor's degree. It parallels that portion of the program in a four-year college or University customarily referred to as lower division.

With very few exceptions enrollees of accredited California junior colleges can complete the work essential to admission to junior standing in the nation's four-year colleges and universities. There are some exceptions, such as architecture and then there are, of course, special interestinstitutions, such as church-connected institutions, which have a four-year package, and there is just nothing like it anywhere else, and you may run into problems, but those are rather rare.

Within California more than two-thirds of the lower division enrollees in publicly supported institutions of higher learning are enrolled in the public junior college. Enrollment projection developed during the Master Plan study indicate that this percentage will mount steadily during the next few years until it reaches or exceed 80%. Among the forces which will bring this rise in percentage of lower division students served are (1) adjustments in admission requirements by the state colleges and the University(the so-called "diversion" of the Master Plan), (2) a probable continuation of the long term trend of increased percentages

of high school graduates going on to college, (3) pressures on workers and prospective worker who need advanced training to obtain or retain marketable skills in an era of rapidly changing technological demands, (4) the creation of junior colleges in areas which currently lack such institutions, (5) the increase in status and prestige of junior college training with a resultant wider acceptance of its capacity to serve young men and women of both superior and average ability.

The so-called remedial function is actually a sub-category of the transfer function. As an aside, I might say that there is remedial work that is in the terminal areas or the ed, occupational and vocational; however, the term "remedial" as used in this context, I believe, refers to making up deficiencies. Many junior college enrollees are eligible to enter the University or a state college upon graduation from high school. Preliminary samplings of junior college enrollees indicate that this group ranges from twenty to forty per cent of the total enrollment of individual colleges. Those students who are enrolled in junior college transfer programs and who were academically ineligible for admission to the state colleges or the University upon graduation from high school are recipients of the benefits of the remedial function of the junior college. The deficiencies which require remedial study may be subject deficiencies or grade deficiencies--or both. Far from being academic derelicts many students having such deficiencies at the time they enter junior college go on to upper division and graduate schools where they compile distinguished academic records. In a number of cases the grade point average differential studies done annually by the University reveal that the "ineligibles" of a given junior college do better in their first semester than the "eligibles." And this was a statistic that I wanted to mention that relates to Alan's remark. In 1960-61 there was a .13 grade point average differential between "eligibles" and "ineligibles" at U.C., and the sampling was about the same--roughly 1200 "eligibles" and 1200

"ineligibles", so that the spread isn't as great as one might believe, at least in this particular year which I had just referenced out. This is, of course, the exception...

FISHER During that first semester where?

PRIEST This is the junior semester at CAL after four semesters in junior college, and the, the differential in performance was .13 between "ineligibles" and "eligibles," the eligibles being higher by roughly thirteen...

FISHER Because from the time they had got to the junior college all of them had been brought up to snuff or they had been weeded out in either instance.

PRIEST Well, you could theorize a lot on what that means, but it, it does, I think, give evidence that there is not a lower intellectual group who barely make it and a high intellectual group that go on to great success; that they are very close by the time that they enter the junior year, if they get to the junior year.

FISHER Ah. That's the big "if."

PRIEST Yes. Well, it's "if" in both cases, so you, you...

RODDA I might point out that you oftentimes have students enter the junior college who were qualified to enter the University and fail to complete their work in the junior college and cannot transfer as juniors. It works in that direction.

FISHER All I want to make, the point I want to make is that you cannot extractulate from this statistic or any similar statistic the, the inference that just going to junior college means they were ineligible. If they just go for two years, they will do as well or nearly as well or a little better than those who just went to the University to begin with because they were qualified to begin with. That does not follow from this.

PRIEST Well, I am attempting to document is that these are not academic derelicts that are hopeless, that there is a big salvage element in here

which is significant to (inaudible).

This is, of course, the exception rather than the rule--that is a reference to the "ineligibles" on occasion being better than the "eligibles"--but it points up the importance of keeping the academic door open for those who prove their worth in the junior college program after an undistinguished high school career.

Although I believe that the admission to junior college which is afforded the high school graduate who fails to meet the U.C. or state college requirements may have a deleterious effect on the prestige and status of the junior college. I am convinced that the benefits which accrue to society from the open door admission policy are very great. It is my sincere hope that legislators, college trustees, and the public at large will never become so concerned with what I consider to be the (inaudible) that they will, in the name of academic purity, close the door on this vast reservoir of latent talent.

STIERN Senator Rodda, do you have any questions?

RODDA I just would like to...

STIERN You have a half a reel to go.

RODDA ...representative from this district to thank Dr. Priest for the courtesies that have been extended to the Committee. I know that I speak not only for myself but for members of the Committee as well.

PRIEST Thank you, Sir. It was a pleasure to have you with us.

STIERN Senator Fisher.

FISHER Ditto. Except I don't represent the district.

RODDA No. He represents the State.

Stiern As Chairman of the Subcommittee and speaking on behalf of Senator Donald Grunsky, who is the Chairman of the Committee of the Whole, we certainly do thank you, Dr. Priest, for the wonderful facilities, and also we want to thank the junior college men who appeared here as resource individuals and also people from the State Department of

Education, Alan Post from Alan Post's office, and the men from the industries who appeared, and, and Don Vial from organized labor, and all persons who helped put this together. This, we hope, will be a fruitful hearing and that we will be able to comb material from this hearing that we can use beneficially in the 1963 legislative session.

So at this time I will declare the meeting adjourned.

The Financing Public Education Committee of the California Teachers Association has been hard at work studying school finance. They have engaged the finest school finance experts in California to assist them in their study.

They have been looking at every aspect of school finance:

1. foundation program
2. special education
3. capital outlay
4. etc.

The Legislature wanted our Association to take a good hard look at finance, and we wanted to meet this obligation the best we knew how.

The Committee will need until September or October to finish the study and to present a comprehensive report.

We have worked with the State Department of Education, administrative groups, and others, and they have been involved with us in this study. (Representatives from our Association have also been invited to participate in the study being conducted by the State Department of Education under the leadership of Dr. Ron Cox.)

As soon as the study is completed and the findings and recommendations finalized, we will provide this committee and all others who are concerned with school finance copies of the study.

Thank you.

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I am Dr. Daniel B. Milliken, President of Chaffey College, Alta Loma, California, and appear as a representative of the Legislative and Finance Committee of the California Junior College Association.

I have been asked to present certain facts, figures, and concepts. In order to accomplish a clear and concise communication in a minimum of time, charts will be used in the fulfillment of this assignment.

The first chart portrays the rate of growth of the various segments of higher education in California. The left-hand margin illustrates the year 1950; the right-hand margin the year 1970. The junior colleges, as portrayed in this chart, show an increase of 466% over the twenty-year period. The same period increase of State colleges is projected to show a 637%, whereas the University and its branches a 270% increase, and finally the private collegiate institutions a 156% increase.

The second chart concerns the rate of population growth for the United States, the State of California, and higher education within California. The impact of this chart reveals the greater rate of increase of enrollments in California higher education as compared with state and national rates of population increase.

The first table is concerned with the increased percentage of high school graduates attending college. The data submitted in this table concerns California rather than the United States as a whole. The comments on the table clarify the meaning of the data.

The second table relates significant aspects of the proximity of

a junior college to a student's home. No attempt has been made to make this a complete list.

The third table is concerned with the diversion of two junior colleges of State college and University eligible students at time of high school graduation.

The third chart is given to illustrate the character and percentage of increases in junior college operating costs and support, 1950 to 1960. It shows the operating costs of junior colleges as a dotted line and that district taxes have had to increase at a greater rate because total State support has not increased as rapidly. This chart is followed by an overlay chart which shows the component reasons for increases in junior college operating costs. The lower line, which gives the increase in total A. D. A. in California junior colleges during the ten-year period, also reveals the approximate percentage increase in teachers required to serve the increase in numbers of students. The upper line portrays the percentage increase in median teachers' salaries. Increases in total operating costs of junior colleges are the product of these two increases.

The next chart illustrates the current pattern of State support for California junior colleges. The left-hand margin relates dollars per A. D. A.; the bottom line is concerned with dollars of assessed valuations per resident A. D. A. That area between the bottom line and the next line above shows the amount of State equalization aid from the left-hand margin to a point designated as $174,167 of assessed valuation per resident A. D. A.

The balance of the area to the right shows $125 basic aid to all other school districts. The dotted line shows the amount of total State plus district taxes which are available to each school if they assess the qualifying tax rate of 24¢. In other words, all schools with assessed valuations of $174,167, or less, per resident A. D. A. are guaranteed $543 if they assess a 24¢ tax rate. The solid upper line portrays the amount of money available to each junior college district if they assess the statutory maximum tax rate of 35¢.

The next chart portrays what would happen if this same pattern of financing junior college districts was continued with both the basic aid and foundation program amounts adjusted annually to State college cost of education index. In this chart it is assumed that a change of 20% increase in the State cost of education index has occurred. As a result, the basic aid districts would receive $150 per unit of A. D. A.; the foundation program would be increased to $651. 60 per A. D. A.; districts with less than $209, 000 of assessed valuation per resident A. D. A. would qualify for equalization subsidy.

A third chart concerned with the future financing of current operations of California junior colleges portrays the plan currently advocated by the California State Department of Education. Comprehended in this plan are the following elements:

1. A state-wide ad valorem tax of 20¢, whether or not an area is a part of a junior college district
2. The money collected by this tax, augmented with money from the General

Fund, would guarantee each junior college district an allocation of $600 per unit of A. D. A.

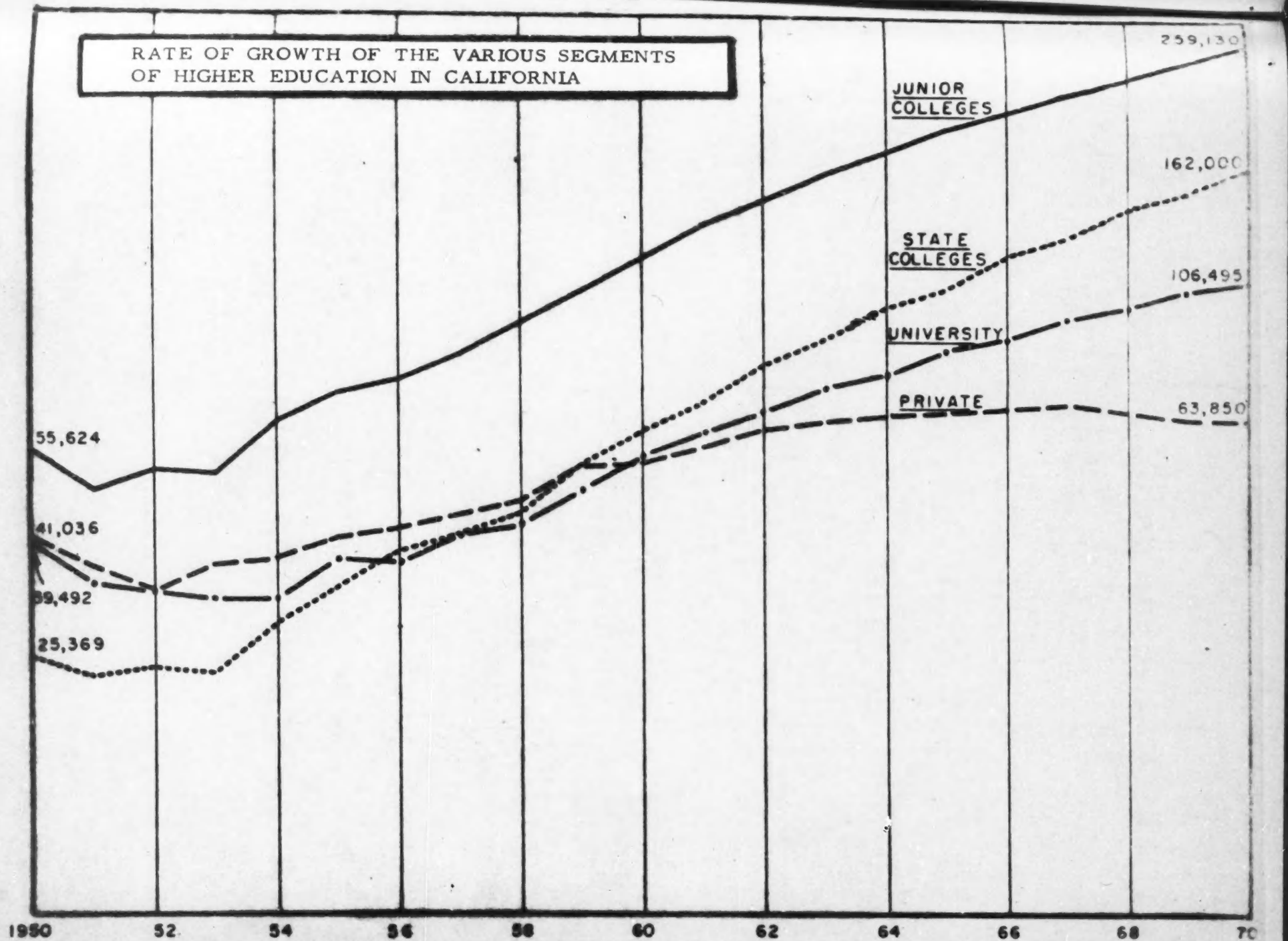
3. With the statutory limit of 35¢ still in existence, a local junior college could assess as much as 15¢ above the state-wide ad valorem tax rate

4. Junior college districts would continue to bill out-of-district areas for the rental fee of $300 per unit of A. D. A.

Both the State Department of Education's plan for a state-wide ad valorem tax rate and the plan for adjusting the current pattern of State support must continue to be considered for even though the merits of the State Department plan are excellent it may be difficult to sell the state-wide tax rate to those areas not now taxed for junior college support. The alternate plan of adjusting the current pattern of State support by tying both the basic aid and foundation program amounts to the State college cost of education index can easily be implemented through a renewal and amendment of Assembly Bill 1000.

The final chart portrays the State college cost of education index for the ten-year period of 1950 to 1960, with 1950 at a base of 100.

May I thank you for the opportunity of presenting these data for a clearer understanding of the current operation costs and needs of California junior colleges.


RATE OF GROWTH OF THE VARIOUS SEGMENTS
OF HIGHER EDUCATION IN CALIFORNIA
JUNIOR COLLEGES
259,130
162,000
STATE COLLEGES
106,495
UNIVERSITY
PRIVATE
63,850
55,624
41,036
39,492
25,369
1950
52
54
56
58
60
62
64
66
68
70

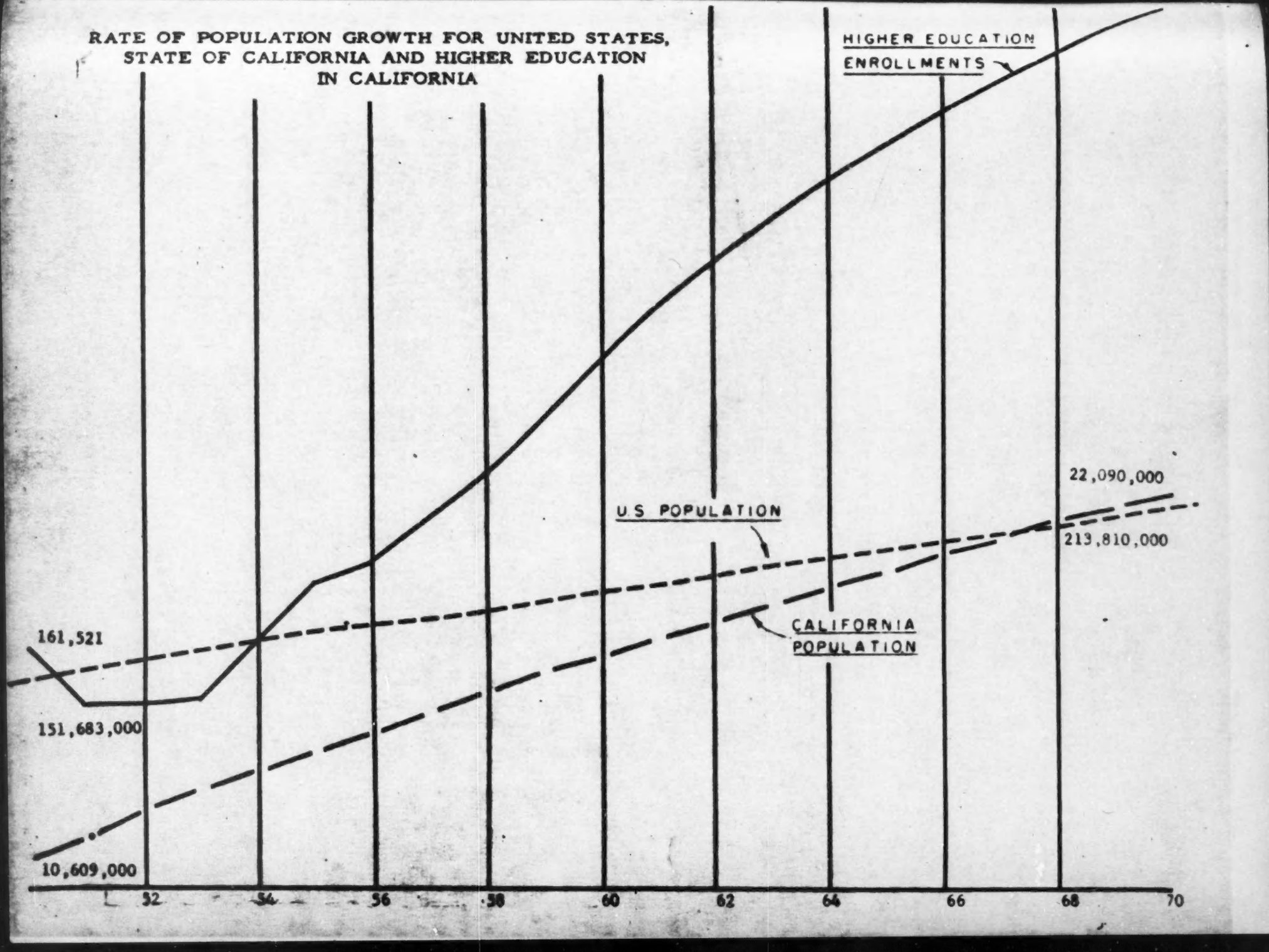

RATE OF POPULATION GROWTH FOR UNITED STATES, STATE OF CALIFORNIA AND HIGHER EDUCATION IN CALIFORNIA
HIGHER EDUCATION ENROLLMENTS
U.S POPULATION
CALIFORNIA POPULATION
22,090,000
213,810,000
161,521
151,683,000
10,609,000
52
54
56
58
60
62
64
66
68
70

TABLE I

The increased percentage of high school graduates attending college is illustrated by the following table:

PER CENT OF EACH AGE GROUP ENROLLED IN SCHOOL

Ages	1940	1950	1960
18 & 19 yrs.	41.1%	36.7%	40.8%
20 & 21 yrs.	16.7	18.5	21.5
22 - 24 yrs	6.4	12.7	12.3
18 - 24 yrs.	21.4%	22.6%	24.9%
18 - 29 yrs	5.8%	6.3%	6.8%

The above data from the United States Census Bureau indicates a consistent trend in the percentage increase of students in school, ages 18 through 24 years.

Industrial demands for more individuals better trained technically will probably increase this trend and demand expansion and upgrading of occupational and technical training.

Societal needs for greater numbers of professionally trained persons will also continue to demand increases in both quantity and quality of professional education.

TABLE II

Significant aspects of the proximity of a junior college to a student's home can be classified into three categories:

a. General advantages
   1. A quality education at minimum cost
   2. A chance to choose and try one or more different educational objectives
   3. An opportunity to pursue cultural, social, and economic self growth

b. Transfer education
   1. The availability of lower division offerings equivalent to State colleges and the University
   2. A place where academic deficiencies in prior training can be eliminated

c. Occupational education
   1. Work-study programs
   2. Retraining opportunities
   3. Course which can result in upgrading in one's employment.

TABLE III

Diversion to the junior colleges of State college and University eligible students at time of high school graduation is revealed as follows:

1. The Master Plan for Higher Education predicts that 50,000 students who might otherwise attend State colleges and the University will be diverted to California junior colleges between 1958 and 1975.

   50,000 ÷ 16 years = 3,125 per year

   This means that about an average of 20% of the projected annual increase of 12,500 junior college students will be diverted students.

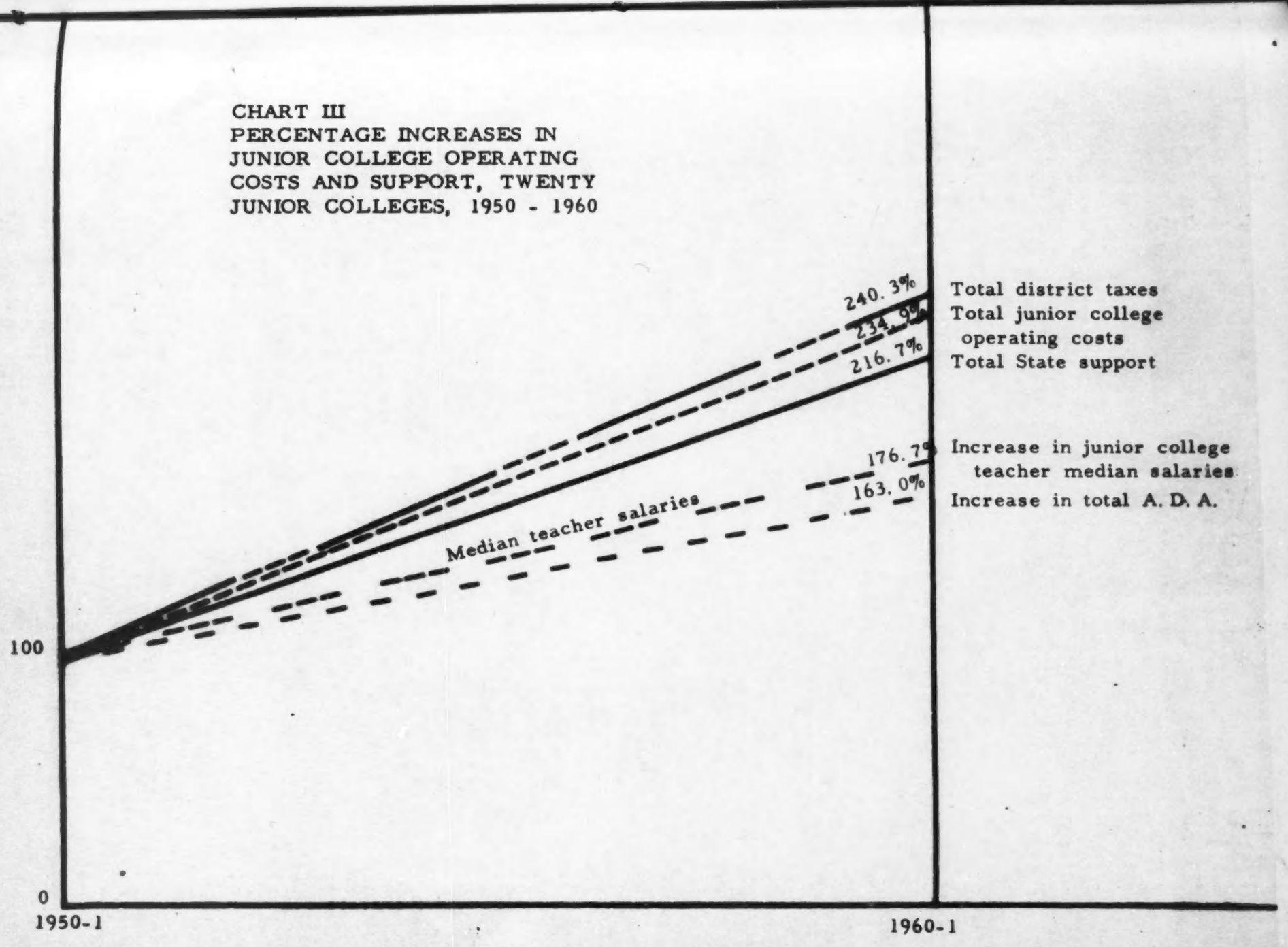
2. Of the freshman students who entered Chaffey College in September, 1961, 45.8% were then eligible to attend California State colleges.

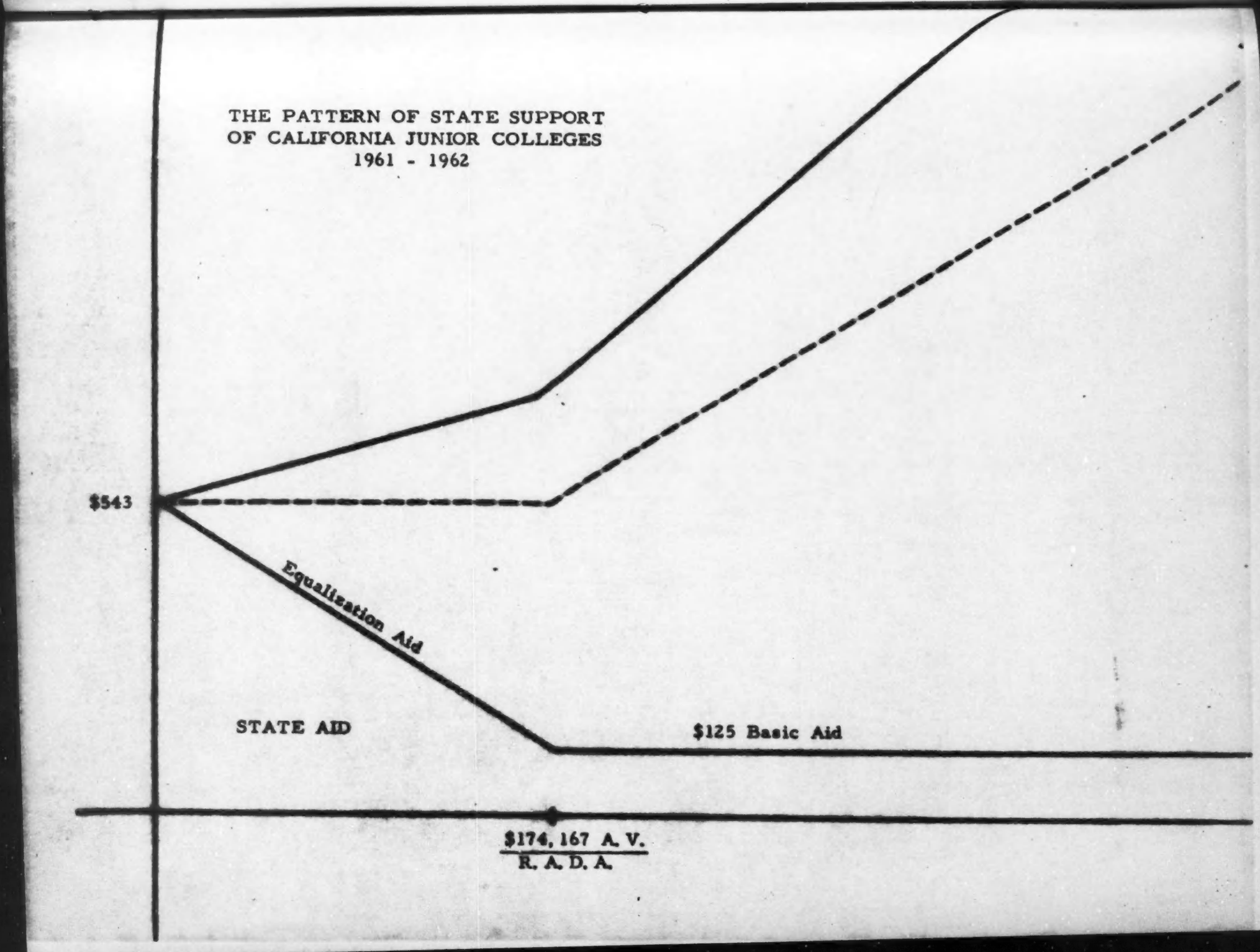
   At that time no change in State college entrance requirements had been implemented. In other words, a typical cross section of entering freshmen at Chaffey College has been:

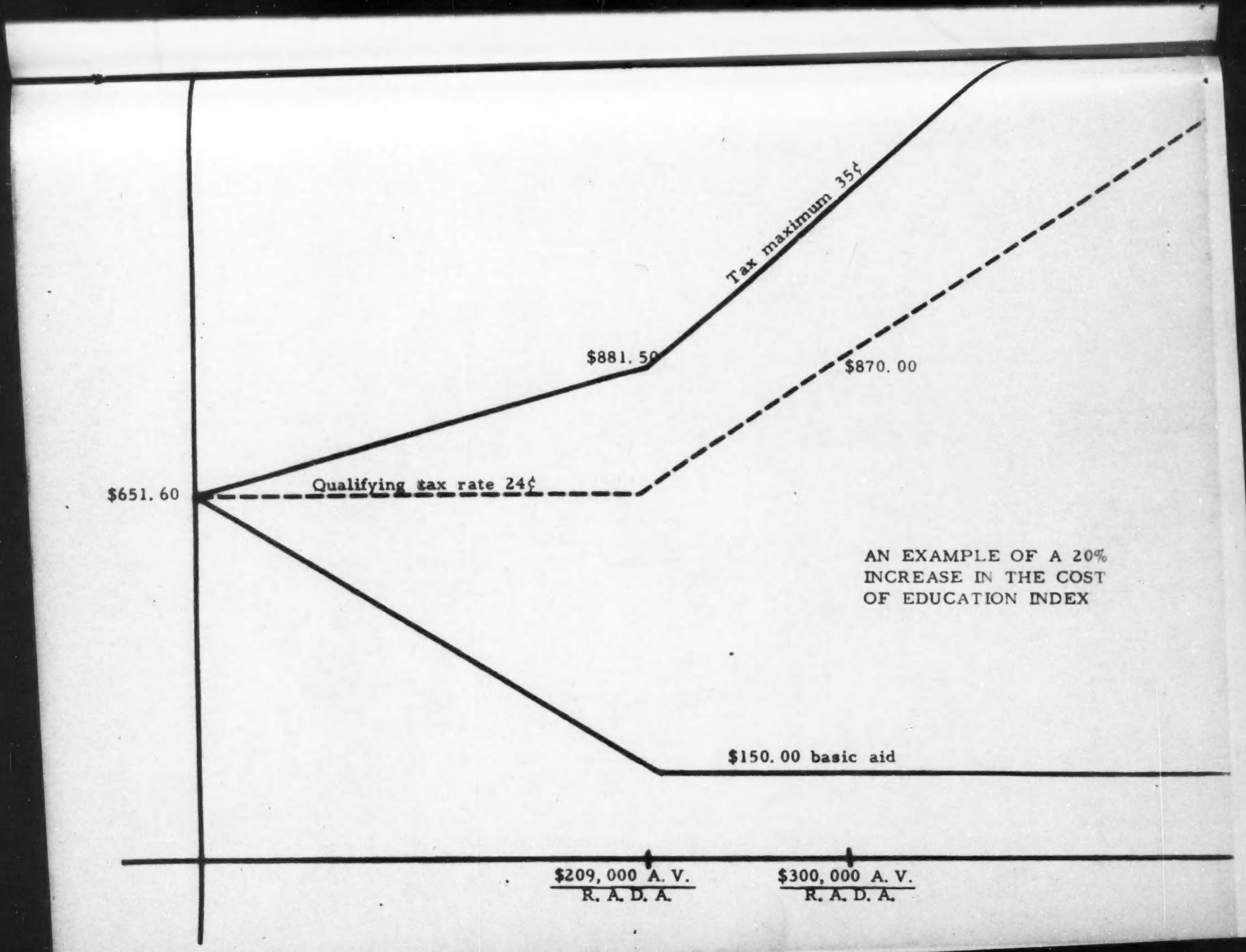
State college eligible	45.8%
Not college eligible	54.2%
Total	100.0%

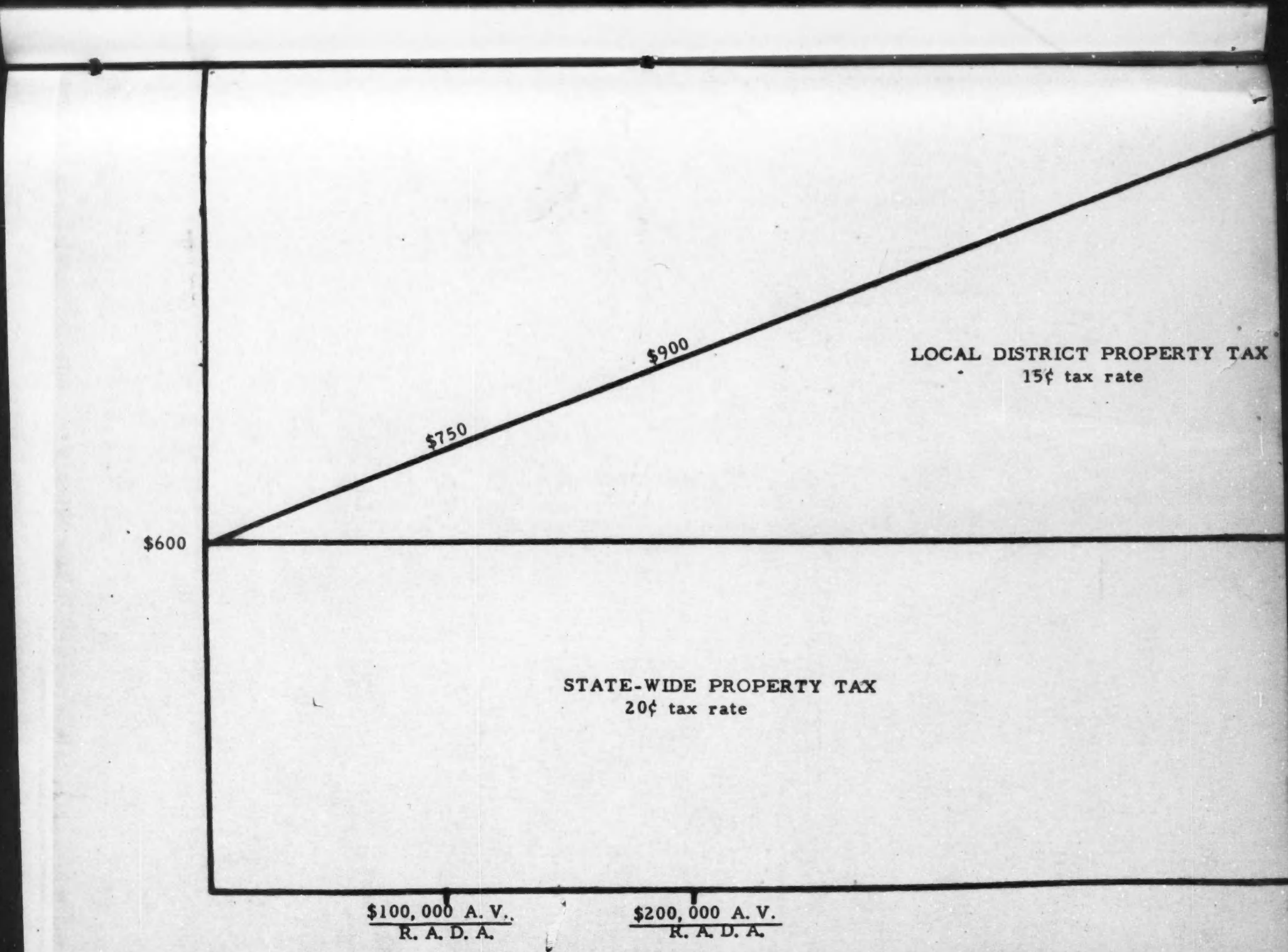
3. The diversion of State college and University eligible students will slowly and rather consistently increase the percentage of college eligibles. In the case of Chaffey, the college eligibles will soon exceed the non-eligible students.

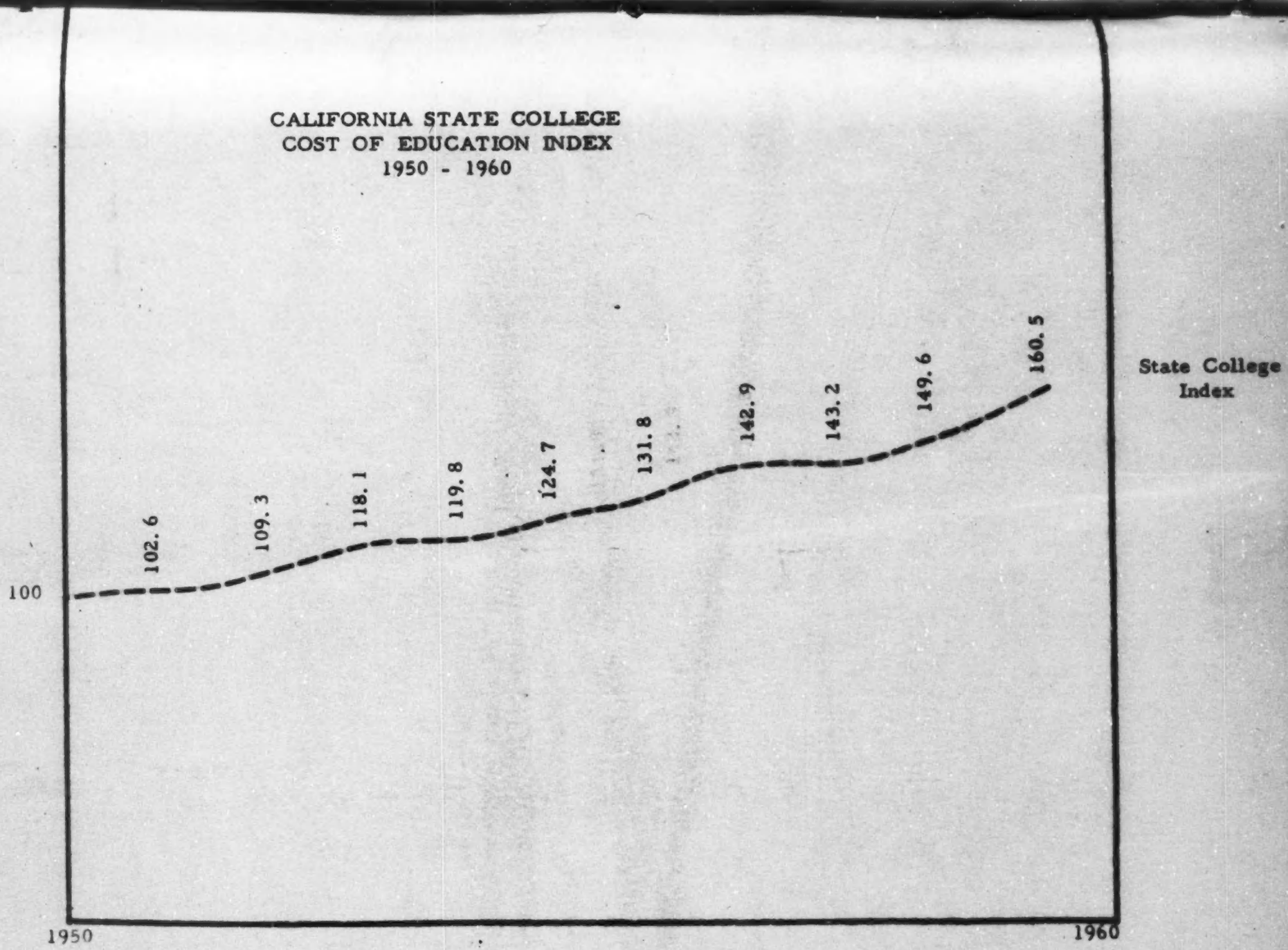
CHART III
PERCENTAGE INCREASES IN
JUNIOR COLLEGE OPERATING
COSTS AND SUPPORT, TWENTY
JUNIOR COLLEGES, 1950 - 1960




THE PATTERN OF STATE SUPPORT
OF CALIFORNIA JUNIOR COLLEGES
1961 - 1962
$543
Equalization Aid
STATE AID
$125 Basic Aid
$174, 167 A. V.
R. A. D. A.


Tax maximum 35¢
$881.50
$870.00
$651.60
Qualifying tax rate 24¢
AN EXAMPLE OF A 20% INCREASE IN THE COST OF EDUCATION INDEX
$150.00 basic aid
$209,000 A.V.
R.A.D.A.
$300,000 A.V.
R.A.D.A.


$900
$750
LOCAL DISTRICT PROPERTY TAX
15¢ tax rate
$600
STATE-WIDE PROPERTY TAX
20¢ tax rate
$100,000 A. V.
R. A. D. A.
$200,000 A. V.
R. A. D. A.


CALIFORNIA STATE COLLEGE
COST OF EDUCATION INDEX
1950 - 1960
100
102.6
109.3
118.1
119.8
124.7
131.8
142.9
143.2
149.6
160.5
State College
Index
1950
1960